DOCUMENT RESUME

ED 124 032 HE 007 871

AUTHOR	Symons, T. H. B.
TITLE	To Know Ourselves. The Report of the Commission on Canadian Studies. Volumes I and II.
INSTITUTION	Association of Universities and Colleges of Canada, Ottawa (Ontario).
PUB DATE	75
NOTE	359p.
AVAILABLE FROM	Publications Office, Association of Universities and Colleges of Canada, 151 Slater, Ottawa, Ontario K1P 5N1 ($10.00)
EDRS PRICE	MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS	*Colleges; Community Colleges; Curriculum; *Educational Development; *Educational Objectives; *Higher Education; Instructional Media; Libraries; Professional Education; School Surveys; Sciences; *Universities
IDENTIFIERS	*Canada

ABSTRACT

The Commission on Canadian Studies was appointed by the Association of University and Colleges on Canada (AUCC) to study, report, and make recommendations upon the state of teaching and research in various fields of study relating to Canada at Canadian universities. This Commission document presents: (1) a statement on the rationale for Canadian studies; (2) an overview of what is and what is not going on in Canadian studies in selected fields in the university curriculum as a whole, in science and technology, and in a cross-section of professional studies; (3) Canadian studies abroad; (4) survey and analyses of Canadian studies in the community colleges; (5) the state of Canadian archives; (6) an inquiry into the quality and extent of audio-visual resources and other media support; and (7) the present and potential role of the private donor. (Author/KE)

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TO KNOW OURSELVES

The Report of the Commission on Canadian Studies

U.S. DEPARTMENT OF HEALTH,
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EDUCATION

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Association of Universities and Colleges of Canada
1975

TO KNOW OURSELVES

The Report of the Commission on Canadian Studies

T.H.B. Symons

Volumes I and II

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1975

This study is a report by the author to the
Association of Universities and Colleges of Canada
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ISBN 0 - 88876 - 037 X
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The publication is available from the

Publications Office
Association of Universities and Colleges of Canada
151 Slater
Ottawa, Ontario
K1P 5N1

Price: $10.00

French translation is published under the title
"Se Connaitre – Le Rapport de la Commission sur les Etudes Canadiennes"

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PREFACE

Of the many reports commissioned by the AUCC, few have been more eagerly awaited by the Board of the Association and by the university community in general than this *Report* of the Commission on Canadian Studies.

Conceived in 1970 and launched in 1972, it was not anticipated that the Commission would be able to do more than to locate and describe the tip of an iceberg. Instead, in response to the widespread interest and insistence of the university community, and through the remarkable tenacity of the Commissioner, the iceberg has been charted and analysed to its lowest layers and fullest extent. The entire field of Canadian studies has been studied in depth and in detail. As a result, the Commission's report is undoubtedly the most significant examination of Canadian studies since the Massey Report. Its influence on the university curriculum will certainly be felt for many years to come.

The AUCC is very pleased to publish immediately volumes one and two of the four-volume *Report*. Volumes three and four will follow shortly.

In his introduction, Professor Symons has emphasized the debt of gratitude owed by the Canadian academic community to the thousands of persons who have contributed to the preparation of this report, and above all to the staff of the Commission. I should like to add that Professor Symons has himself made an extraordinary personal contribution, one which goes well beyond the call of duty and beyond what has received public acknowledgement. He emerges in this report as the Student of Canada par excellence.

Larkin Kerwin

Larkin Kerwin
President of AUCC

October 1975

Introduction

THE COMMISSION ON CANADIAN STUDIES was appointed by the Association of Universities and Colleges of Canada (AUCC) on 28 June 1972 'to study, report, and make recommendations upon the state of teaching and research in various fields of study relating to Canada at Canadian universities'. The AUCC invited Professor T.H.B. Symons, who was then completing his term as the founding president of Trent University, to head the Commission, and he commenced his duties as chairman on 1 July 1972. Financial support for the Commission's work was to be provided in large part by the Canada Council. In addition to its broad general responsibility to study and report upon the state of teaching and research in studies relating to Canada, the Commission was asked to inquire into the following specific matters:

1. the number and content of courses offered at the undergraduate and graduate levels in the various fields of study relating to Canada;
2. the location, nature and function of programmes and institutes concerned with Canadian studies;
3. the location and extent of library holdings and other resource materials relevant to Canadian studies, and access to these materials;
4. the sources, nature and adequacy of financial support for the teaching of Canadian studies;
5. the opportunities and support for research in Canadian studies;
6. the scope of present and future requirements for qualified personnel for teaching and research in Canadian studies;
7. the possibilities and needs for new programmes and future direction in studies relating to Canada at the university level;
8. any other related matters.

In announcing the Commission, Dr Louis Philippe Bonneau, then president of the AUCC, commented that its appointment was prompted by the growing interest in Canadian studies at Canadian universities. 'The Commission,' he noted, 'is intended to assist the discussion and to further the development of studies related to Canada by providing accurate information about the present state of teaching and research in this area, and by directing attention to the possibilities of and needs for new programmes in the future.[1]

The proposal to establish a Commission on Canadian Studies was made at the annual meeting of the Association of Universities and Colleges of Canada in Winnipeg in 1970. Recommendations for, or interest in, the appointment of such a Commission had also been expressed by the Canadian Association of University Teachers, by graduate and undergraduate student organizations and by various educational and scholarly bodies, as well as by many individual members of the academic community and of the wider Canadian public. Numerous articles and books had pointed to the need for more attention to Canadian circumstances in the curriculum of the country's universities. As further evidence of a growing anxiety about the state of Canadian studies, public meetings had also been held in many parts of the country and committees had been established in some communities to discuss this question. But, for the most part, these discussions were conducted in the absence of comprehensive information and reliable data. To what extent are the universities, in fact, engaged in teaching and research about Canada? How adequate are the human and physical resources available to support Canadian studies? What are the needs and opportunities for Canadian studies in the future? Almost as many answers were being given to questions of this sort as there were people participating in the debate.

In the view of some observers, Canadian universities as a whole were devoting less attention to scholarly teaching, research and study about Canada than universities in most other countries were directing to the needs and conditions of their own societies. As a result, it was argued, an alarming number of students were graduating from our universities lacking even basic knowledge about the culture, history, government, geography, science and social dynamics of their homeland. Others maintained that no such situation existed or that if it did exist, there was no cause for alarm because knowledge is universal and therefore could not or should not be fostered in any particular national context. Not only were there strong differences of opinion about facts, there were also profound differences in the interests and backgrounds of those engaged in this debate. Consequently, despite prolonged discussion, and even when much good will was evident, a consensus was rarely achieved about the desirable solutions to major issues. Indeed, it was difficult to find agreement even as to what the major issues were.

The Commission on Canadian Studies was thus appointed in response to a very real concern on the part of members of the academic community, and of the public at large, that there should be a careful examination to determine whether the country's universities were paying adequate attention to Canadian conditions and circumstances, and to the needs and problems of this country, in their programmes of teaching and research. While some people clearly felt that the Commission should begin its activities by a ceremonial burning of the American flag on the steps of the Parliament Buildings, others at the other extreme denied the need to give any serious attention at all to the questions that the Commission had been asked to examine. However, most members of the academic community and of the general public who spoke out on the subject indicated their wish for a thoughtful and thorough inquiry into these questions, rather than an exercise either in flag-waving or in cultural amnesia, and this is the path that the Commission has endeavoured to follow throughout its work.

The Commission's work proceeded in four broad phases: the planning and establishment of the necessary office, staffing, and administrative arrangements; the gathering of information and views from the academic community and from interested members of the public through briefs, meetings, public hearings and correspondence; staff research; and the drafting of the *Report*.

The first phase involved planning and implementing the basic arrangements for the Commission's operation and recruiting members of the Commission staff. In addition, each university in Canada was invited, and each agreed, to appoint a member of its academic or administrative staff to act as a liaison person with whom the Commission could maintain contact and exchange views, and through whom the Commission could obtain information about Canadian studies at his or her campus. An advisory panel of distinguished scholars and citizens interested in the field of Canadian studies was also established. An office was set up in Peterborough, Ontario, and other administrative arrangements were completed during this phase of the Commission's work.[2]

In the second, or public, phase of its work, the Commission invited briefs, held public hearings, conducted a great many formal and informal consultations and handled a vast amount of correspondence. These various activities were carried out concurrently and each merits some elaboration here.

Public notices inviting submissions and inquiries to the Commission were placed early in September 1972 in *University Affairs* and in various other Canadian publications and academic journals. The Commission sent out at the same time letters to the executive heads of every Canadian university reviewing the Commission's terms of reference and inviting briefs. The Commission also posted public notices on each campus inviting briefs from interested teachers and students. In addition the Commission sent out personal letters to the heads of the learned societies in Canada and to a large number of public associations and organizations that were thought to have an interest in Canadian studies. In all such invitations the Commission welcomed submissions in any form and on any topic, or range of topics, related to its terms of reference. Writers were asked, however, to be as specific as possible when suggesting recommendations.

Initially, 28 February 1973 was set as the final date for the submission of briefs. However, it soon became clear that a great many individuals and organizations wished strongly to make representations to the Commission, but that, before doing so, they required time to reflect carefully upon the complex and sensitive issues involved and to prepare their submissions. Consequently, the period for the submission of briefs was twice extended. Indeed, the Commission gladly received and studied with care briefs, informal submissions, letters, reports and inquiries from universities, public and private organizations, individual teachers, students and interested citizens up to the time of the writing of the *Report.*

The response to the public invitation for briefs and submissions was excellent in terms both of numbers and of quality. The Commission received, in all, over one thousand briefs and sub-briefs. In length these ranged from those that were only a page or two, which none the less often communicated useful information and opinion, to those that were much more extensive, in some cases running to hundreds of pages including appendices. Most of the submissions were well researched, carefully written and thoughtfully prepared. The high quality of the submissions received is indicated by the fact that a number of them have subsequently been revised and published by their authors as scholarly articles and still others are now being made ready for publication.

The Commission was, frankly, surprised by the very wide range of interests and concerns relating to Canadian studies expressed to it, and also by the great divergence of views contained in the submissions. They were rarely repetitive; almost every one added new information or some new insight to the body of knowledge and advice available to the Commission for the preparation of its *Report.* With few exceptions, the briefs addressed complex and contentious issues in a calm and reasonable manner. A great many people and organizations had gone to considerable trouble to prepare their representations, and the Commission thought it only right to take the full time required to examine each of these representations with care, a process that often involved extensive and detailed correspondence.

Following the example of a number of reports previously published by the AUCC, the Commission in what follows has footnoted references to published public sources, but has not done so when quoting from or referring to briefs and correspondence. In a number of cases, anonymity was requested by those communicating with the Commission and such requests have been respected. The Commission has, of course, exercised its own judgement in deciding what weight to attach to each representation received.

The Commission's programme of actively seeking views and information through briefs and other written submissions was supplemented by an extensive programme of public hearings and informal visits across Canada. The Commissioner and members of the Commission staff visited every Province, and held public hearings at over forty universities, as well as at a number of community colleges and schools. These visits had several major objectives: to gather information about present or proposed programmes of teaching and research relating to Canada; to solicit views and suggestions from members of the university community and of the public upon matters that the Commission had been asked to investigate: to provide opportunities for public discussion about such matters; and to hold informal talks with individual scholars knowledgeable about the state of Canadian studies. At the request of several universities, the Commission made second and even third visits to their campuses to pursue its inquiries further and to provide an additional opportunity for an exchange of views.

Participants at the public hearings were invited, indeed urged, to express themselves in either of Canada's two official languages. At several of the Commission's meetings, simultaneous translation was available. Members of the Commission staff kept records of the discussions at each meeting. Following many of the meetings, the Commissioner requested individual participants to submit to the Commission a summary of their views or a statement elaborating upon them. Requests of this sort often led to some of the most helpful written submissions received by the Commission.

In addition to the public hearings held at universities across Canada, the Commission met with representatives of over two hundred academic societies, educational organizations and other associations that had expressed an interest in some aspect or aspects of the Commission's work. (Many of those societies and organizations are identified at appropriate points in the *Report*.) Some meetings involved as few as two or three individuals, usually members of the executive of the organization concerned; others attracted as many as one hundred or more participants. Like the public hearings, such meetings often stimulated the submission of briefs.

All told, more than twenty-five hundred people attended the Commission's public hearings and meetings across Canada, and about half of them participated actively in the discussions. This programme of meetings and consultation served as a major source of information and advice for the writing of the Commission's *Report*.

The Commission also received and responded to a great many letters, totalling nearly thirty thousand, from individuals and groups at home and abroad, in every region, and from every cultural group in Canada. A large number of these letters were inquiries and requests for assistance.

The extraordinary response, both from within and from without the academic community, to the public phase of the Commission demonstrated in an unmistakable manner the tremendous concern that is felt across the entire country about the matters upon which the Commission has been asked to report. Few Canadian Commissions, and perhaps none concerned with higher education, have elicited such a massive response from the university community and from the general public.

There are already many requests from individuals, institutions and Governmental agencies for permission to consult the materials assembled or prepared by the Commission. The various submissions made to the Commission will be made available at the AUCC library, or at the Public Archives, to interested members of the public. In addition, all of the Commission's correspondence and working papers are being preserved and catalogued for the possible future use of interested scholars and members of the public. All told, the papers of the Commission occupy some fifty large containers. Together, they constitute an extraordinarily interesting and valuable source of opinion and information about the issues of concern to Canadians in the first half of the 1970s, and about the way in which Canadians perceive themselves and their country at this time.

The third phase of the Commission's activities, which proceeded at the same time, involved the research and staff work undertaken by the Commission itself. The magnitude and complexity of this task merit some comment. Although over the years public and private bodies have conducted numerous studies and inquiries into a wide variety of educational issues in Canada, most of the questions raised by the Commission's terms of reference had never before been the subject of a major national study. Nor had the relevant data and information been previously gathered in any comprehensive or thorough manner. Indeed, it became clear early in the Commission's investigations that within the academic community there was no agreement even on what constituted Canadian studies, let alone on the basic data upon which any recommendations about such studies should be based. Moreover, the available literature on the subject, though plentiful, was largely written in the context of a single institution, or of a single region or educational field, rather than in the context of a comprehensive national study.

Most other commissions have been able to build upon a solid base of information and findings presented in preceding reports and studies. The Commission on Canadian Studies had no such path to follow. The Commission's task, therefore, was very much a trail-breaking exercise and, as it soon found out, the trail had many hazards.

Among the hazards was the lack of consensus on a definition of Canadian studies and, consequently, on what properly came within the purview of the Commission's inquiry. Some individuals and groups wanted the term 'Canadian studies' interpreted narrowly, and reserved for interdisciplinary studies that deal exclusively with Canadian matters. Others simply denied the academic validity, or even the existence, of Canadian studies. Canadian studies, they insisted, is nothing more than a chimera, a fanciful and fashionable misconception that ignores the fact that all knowledge is universal and cannot be defined in national or cultural terms. Still others, at the opposite extreme, urged the Commission to accept as Canadian studies any and all teaching or research performed by Canadians either in Canada or abroad.

In choosing its path among these alternatives, the Commission thought it appropriate to avoid an unduly restrictive concept of Canadian studies. At the same time, it was aware of the need to keep its inquiries within some manageable limits and to indicate to the public with reasonable clarity the Commission's broad area of interest. In general, the Commission considered as Canadian studies teaching or research in any field that, as one of its major purposes, promotes knowledge about Canada by dealing with some aspect of the country's culture, social conditions, physical setting, or place in the world. Within these terms, Canadian studies would include both work conducted along traditional disciplinary lines and work organized around a single theme or subject but drawing upon the knowledge and techniques of several disciplines.

The methodology employed by the Commission varied from one part of its research to another. In each chapter the Commission explains the approach taken in handling the subject matter under discussion and some of the methodological problems encountered along the way. In general, the Commission sought to survey a wide range of areas of teaching and research at Canadian universities with a view to assessing the extent to which each directed attention to Canadian circumstances or was being approached from a Canadian point of view. Essentially, the Commission was looking for what might be called an 'awareness factor' – a sensitivity to the Canadian context or perspective. The Commission also sought to identify areas in which Canadian studies were perhaps being neglected and to demonstrate the wealth of opportunities available in such fields.

To obtain the information required, the Commission worked closely with its liaison persons at each university. They proved very helpful in reporting data about individual courses and research programmes at their universities or in putting the Commission in touch with those who could provide such information. The Commission also gathered information by using questionnaires, by studying university calendars, reading lists and course descriptions, and by surveying published reports and articles. And, of course, the Commission relied heavily upon the voluminous record of its public hearings, meetings and consultations. The information received from these various sources was checked, and rechecked, with the generous help of a great number of authorities. Many bodies, such as Statistics Canada, the Canada Council, the Science Council, the National Research Council, the Medical Research Council, the Council of Ministers of Education, various other federal and provincial agencies, the Canadian Association of University Teachers, the learned societies and diverse professional associations, also provided data, made suggestions and helped to verify or correct facts or interpretations.

Based on such information, research papers were prepared by members of the Commission's staff on the main subjects of the Commission's investigation. The advice and assistance of special consultants and of various members of the advisory panel proved especially important at this stage. Several of these research papers were prepared in concert with, or with substantial assistance from, major research bodies. For example, a background study and survey of Canadian studies in the community colleges, which formed the basis for a preliminary draft of the chapter on that subject, was prepared in collaboration with the Canadian Studies Project of the Ontario Institute for Studies in Education and the Association of Canadian Community Colleges. To cite another example, the Science Council generously provided extensive advice and assistance with the research for the chapter on 'Science and Technology'. In addition, several knowledgeable individuals outside the Commission staff were asked to undertake background studies on particular subjects.

The fourth phase of the Commission's work was the actual writing of the *Report*. In writing it, the Commission often found it helpful to draw upon the mass of statistical information gathered throughout the course of its inquiry. But, as pointed out more fully in the introduction to the chapter on Canadian content in the university curriculum, the Commission resisted the temptation to try in every case to express its findings in purely quantitative terms or to propose quotas for determining the appropriate amount of Canadian content in any given area of teaching or research. In general, the complex questions that the Commission was asked to investigate do not readily lend themselves to statistical approaches. Moreover, the Commission believes that the quality of teaching and research being devoted to Canadian matters at home and abroad is as important as the quantity of such work.

The *Report* has been organized into four volumes. Volume One contains, in addition to this introduction, a statement on the rationale for Canadian studies, which provides an academic framework and philosophical foundation for Canadian studies. This statement argues that Canadian studies are in themselves academically valuable and legitimate, and, moreover, that such studies are important because they help to meet certain needs in Canadian society. The remaining three chapters present an overview of what is and what is not going on in Canadian studies in selected fields in the university curriculum as a whole, in science and technology and in a cross-section of professional studies, respectively.

Volume Two begins with a chapter on Canadian studies abroad, which discusses problems and opportunities for the scholarly study of Canada at universities outside Canada, as well as the value of studies that shed light on Canada's cultural links with other countries. Successive chapters survey and analyse Canadian studies in the community colleges, emphasizing the importance of university-community college co-operation in this field; assess the state of Canadian archives as the foundation for Canadian studies; inquire into the quality and extent of audio-visual resources and other media support for Canadian studies and the current state of access to these resources; and examine the present and potential role of the private donor in helping to promote and develop Canadian studies.

Each of the three chapters in Volume Three deals with Canadian universities as a community. The first chapter discusses problems of scholarly communication in Canada. The second is concerned with the study of the Canadian university as a distinctive institution; the point is made that universities in Canada have devoted inadequate attention to the study of Canadian higher education itself. In the third chapter the Commission studies the citizenship and academic background of teachers and students at Canadian universities. The chapter argues that, given the country's rich human and physical resources, Canada has an obligation, both to herself and to others, to become more self-reliant in meeting her own needs for qualified personnel.

Volume Four begins with a chapter on the state of teaching and research at Canadian universities relating to the languages, history, culture and contemporary situation of the country's native peoples. Then, a chapter on Canadian studies in the elementary and secondary schools — like the chapter on community colleges — emphasizes that education is a continuum and that people working in different parts of the educational system should work closely together on matters of mutual interest in Canadian studies. The next chapter assesses library holdings and other resource materials at Canadian universities in terms of their capacity to support Canadian studies. It is followed by one discussing the subject of publishing and Canadian studies and emphasizing the need for close rapport between Canadian publishers and the academic community. The concluding chapter of this volume emphasizes the value of Canadian cultural property, including art, architecture and artifacts, as a major resource for Canadian studies.

It should be noted that many subjects are dealt with in more than one section of the *Report* because of their relevance to several different aspects of the Commission's inquiry. For example, references to second language education occur in several chapters including those on the curriculum, on the professions and on scholarly communication. Similarly, the question of non-Canadian university teachers and students in Canada is commented upon in a number of chapters, including those on science and technology and on education for the professions, as well as in a separate chapter that focuses entirely on this controversial subject. Observations relating to a wide variety of disciplines have been made throughout the *Report*. In such cases, the Commission has provided cross-references when it seemed helpful to do so, and the eighteen chapters have been as closely related to one another as possible.

Because of the breadth and number of subjects covered in the *Report*, some considerable period of time elapsed between the completion of research, the drafting of chapters and the publication of the *Report*. Moreover, drafts of some chapters were prepared some months before others. However, the Commission has taken great care to review and revise every chapter so that each remained as current as possible until publication. Again, many people, including the Commission's university liaison persons and advisory panellists, generously helped the Commission to keep abreast of new developments.

Nevertheless, it has not been possible for the Commission to take into account every new development that has occurred in the rapidly changing state of Canadian studies. Certain recommendations may be implemented by the time the *Report* is released. Indeed, as will be pointed out more fully in succeeding paragraphs, the Commission's inquiries and activity have already prompted action in a number of areas and this is encouraging; it is, in part, a reflection of the on-going service function that the Commission has performed. It is clear that, in many situations, the Commission's inquiries have focused attention on areas of neglect or of opportunity in Canadian studies, and lent encouragement to those interested in these fields, with the result that many of the recommendations presented in this report are already being acted upon, often with the advice and assistance of the Commission.

It is also perhaps true that, in a few cases, some individuals and institutions have tried to anticipate the Commission's recommendations and to implement them in advance, at the eleventh hour, so that their own record in Canadian studies will seem better than it actually has been. Unfortunately, in some of these instances, there is only the appearance of action rather that the substance. On the whole, however, the Commission is confident that recent initiatives taken in response to its prodding or investigation reflect genuine interest and concern, which will be sustained, and that they are not simply window-dressing or an exercise in public relations.

A further point should be made regarding the Commission's work. When first envisaged, it was anticipated that the Commission might complete its *Report* in about eighteen months. As the work proceeded, however, it became clear that the questions raised by the Commission's terms of reference were much more numerous and complex than anyone had originally thought. The Commission soon came to realize that its *Report* would be incomplete without addressing in a thorough and careful way certain matters that at first might have been considered peripheral or even outside its terms of reference. Ironically, the Commission received the largest number of representations on some of these matters. Indeed, it was largely in response to such representations that in several spheres the Commission expanded the scope of its inquiry. For example, at the outset the Commission had not intended to devote substantial attention to the subject of Canadian studies abroad. But within the first several months of its existence, more than five hundred letters and submissions were received from individuals and groups both at home and abroad stressing the urgent need for a more adequate programme of support and encouragement for this facet of Canadian studies and urging the Commission to make this question a major part of its inquiry. The attention and energy devoted to this specific question naturally added months to the Commission's schedule. The same was true of many other matters that required more consideration than had been originally contemplated. And, again, in many of these areas the Commission was engaged in pioneering work so that it had to proceed with the utmost care and thoroughness.

Throughout its work, the Commission was consulted many times, informally and formally, by a wide variety of universities, Government departments and agencies, organizations and individuals about matters relating to Canadian studies. Although these consultations were helpful in adding to the Commission's knowledge and understanding of needs and issues, they added greatly to its workload and to the time required to complete its task. The Commission responded to requests for advice and assistance, for example, from more than half of the universities in Canada, and from several dozen universities in other countries, in connection with their plans to introduce or expand Canadian studies offerings. There were also numerous requests for information and help from community colleges, from school boards, from Provincial departments of education, and from various other educational associations and institutions. The requests came from every Province of Canada and from some twenty countries abroad. Frequently, universities abroad asked the Commission for information about such matters as reading lists, library materials, and opportunities for cultural exchanges in Canadian studies. Some thirty universities located in other countries asked the Commission to help them pursue the possibility of co-operative programmes, for instance, in joint research projects and in student/faculty exchanges, with universities in Canada.

The Commission was also often asked to review and advise upon proposed Federal and Provincial Government initiatives to support Canadian studies in Canada and abroad. As a case in point, the Commission assisted with the planning to establish a United Kingdom-Canada Canadian studies exchange fellowship programme, and, at the request of the AUCC and of the Department of External Affairs, the Commissioner chaired a committee to select the first Canadian participant in this programme. In addition, the Commission undertook a number of tasks that involved mediation and arbitration connected with Canadian studies. In short, throughout its work the Commission has served actively as a point of reference for many members of both the university community and the general public interested in the scholarly study of Canada.

Although the provision of this service added to the Commission's burdens and to the time required to complete its *Report*, this role was an integral part of the work of the Commission and it was one that was clearly expected of it by the academic community. At public hearings and meetings, and in briefs and letters, the Commission was told repeatedly that it will perhaps have done as much to promote Canadian studies by its service function as by its reporting function. This view was put succinctly by a senior administrative official at a university in western Canada: 'I have no doubt that the very existence of the Commission has had some real effect in bringing the Canadian Studies Programme here to whatever level of excellence it may be said to have acquired'. Through these added responsibilities the Commission also gained valuable experience and first-hand knowledge about many of the problems encountered by those engaged in teaching and research in this field. Thus, the Commission believes that it was extremely worth while to devote this time to its service function.

The Commission has frequently been asked to whom it is directing the *Report*. Perhaps the most appropriate answer to that question is simply this: 'to whom it may concern'. The Commission has no executive powers, nor for the most part, does the AUCC, which appointed it. The Commission's task has been a matter of investigating and drawing attention to needs and of putting facts and recommendations forward as effectively as possible. Any action upon the Commission's findings and proposals must therefore come from others: universities, associations, Governments and individuals. Because the mandate of the Commission was to identify general needs and opportunities in Canadian studies, rather than to investigate the state of these studies at particular campuses, the *Report* has generally not mentioned individual universities by name or presumed to direct recommendations to specific universities. Certainly, the Commission had no desire, and no authority, to undertake a witch-hunt. Its comments and recommendations are intended to be supportive and helpful, not accusatory or critical. But the Commission hopes that each university might wish to establish a committee of its Senate or other senior academic body to examine, and to recommend action on, matters in the *Report* that are particularly relevant to its own situation. Other bodies might also wish to establish committees for the same purpose.

A number of briefs suggested that a permanent Commission should be established to monitor and make recommendations upon the changing state of Canadian studies and to follow up the findings and recommendations of this Commission. An on-going committee appointed by the Association of Universities and Colleges of Canada to perform this function was frequently mentioned as a possiblity. Such suggestions merit careful attention.

The Commission is well aware that many of its recommendations, if implemented, would entail large expenditures of money to remedy the long-standing neglect of Canadian studies. None the less, it makes these recommendations in the firm belief that it would be false economy indeed if our educational system were to continue to devote as little attention as it has been doing to teaching and research about Canada. This point is argued more fully in the chapter on the rationale for Canadian studies. As noted there, university education will have cost the Canadian public more than two and one-half billion dollars in 1975-1976. Surely, reason dictates that an adequate proportion of such an amount be spent on helping Canadians to gain knowledge about their own country.

In addition, the Commission's findings point to many areas in which further expenditures on teaching and research relating to Canada would yield a good economic return. Moreover, many initiatives in Canadian studies could be taken with little or no additional cost by a re-ordering of priorities, by more careful academic and budgetary planning, or by developing a different academic approach. In any event, the Commission's investigations demonstrated clearly that often the greatest obstacle to the development of Canadian studies has not been lack of money, but institutional inertia or academic snobbery. When legitimate budgetary constraints do hamper progress in this field, more active fund-raising efforts aimed at the private sector should be considered. As the chapter 'The Private Donor' points out, Canadian universities are not doing nearly as much as they could be doing to raise funds for their programmes among businesses, foundations and individuals. Canadian studies is an area in which many private donors could well become interested if an effort were made to engage their help. Government, too, has an obligation to give substantially more support to programmes of research, teaching and publication relating to Canada.

It is appropriate at this point to acknowledge the contribution made to the Commission by many people. From the time it was established, the Commission consulted in person or in writing with over ten thousand people, and it wishes to express appreciation to all of them for their interest and assistance. Although it is perhaps invidious to do so, the Commission would like to record its special indebtedness to a number of particular individuals and organizations: to members of the staff at the Association of Universities and Colleges of Canada, especially Miss Joan Rondeau, for their knowledgeable and conscientious assistance with administrative matters and with publication arrangements; to the Commission's university liaison persons for their valuable work on behalf of the Commission at their respective campuses; to the Commission's advisory panellists for their wise counsel and informed advice on every facet of the Commission's investigation; to the Department of the Secretary of State and the Canada Council for their generous financial and moral support; to a number of individual donors for their personal contributions to support various parts of the Commission's work; to Trent University for assistance with accommodation and office arrangements and for many other helpful courtesies; to the Science Council of Canada, Statistics Canada, the Department of External Affairs, the National Research Council, the Medical Research Council and the National Museums for their help with data collection and methodology; and to many of the learned societies and other organizations for their thoughtful comments and suggestions pertaining to various facets of the Commission's inquiry.

The greatest debt of all, however, is owed to the members of the Commission staff. The Commissioner would like to express his profound appreciation for their untiring work and knowledgeable assistance. Their sensitive and thoughtful concern and their strong commitment to the tasks of the Commission contributed enormously to every aspect of the Commission's work and made it at all times a pleasure to be associated with them.

The Commission also wishes to express appreciation to the Commission's secretaries, Mrs Nan Belfry, Mrs Bernice Bunt and Mrs Marcia Craighead for their indispensable assistance. They ensured that all the various services, without which no Commission can function, were supplied in a gracious and efficient way.

Finally, the Commission would like to pay tribute to those teachers and scholars in every part of Canada whose dedication to Canadian studies over the years marks both their commitment to sound scholarship and their desire to foster a fuller knowledge and understanding of this remarkable country.

To Know Ourselves:
The Rationale for Canadian Studies

THROUGHOUT THE COURSE OF ITS INQUIRY, this Commission has been forced to confront a fundamental question: why be concerned with Canadian studies? Many people with whom the Commission communicated took for granted the value of Canadian studies. But others were either uncertain as to whether such studies merit scholarly attention or were openly hostile to any suggestion that these studies have a legitimate place in the university. It is, therefore, essential that an answer be provided to the question: why be concerned with Canadian studies? Moreover, it is essential that this answer be given at the outset of the *Report* for at least two reasons. First, it is likely that the assumptions that have shaped the Commission's investigations will determine, in large measure, the nature of its observations and recommendations. Secondly, a failure to clarify those assumptions may lead to confusion and misunderstanding.

The Concept of Canadian Identity

Many persons concerned with Canadian studies bring to their concern a range of presuppositions, which often carry a strong emotional charge. A significant body of these presuppositions may be grouped under the general rubric of 'Identity' — a concept that requires some attention here.

For a large number of interested Canadians, whatever their mother tongue, the concept of 'Canadian studies' is inseparable from the concept of 'Canadian identity'. As one Francophone correspondent put it, 'en dernière analyse, votre recherche porte sur la question fondamentale de l'identité canadienne'. Many others appear to share this basic assumption and its various corollaries. Some believe that the nature of the Canadian identity is not known, and that it is the principal purpose of Canadian studies to discover it and then to encourage, indeed even to inculcate, an acceptance of the definition thus derived. Others hold that the nature of the Canadian identity **is** known and that the primary purpose of Canadian studies is to make it known to others. Many members of both these groups agree that the Canadian identity, whether known or not, is threatened by certain forces, some external, some internal; thus, they argue, the ultimate purpose of Canadian studies is to combat these forces, be they forces of imperialism, continentalism, regionalism, centralization, federalism, or whatever. Often, those who start by expressing concern about Canadian studies finish by voicing alarm about Canadian sovereignty. They wish to enlist Canadian studies in a campaign to protect what they perceive to be a fragile and threatened political, economic, cultural or academic sovereignty.

Such assumptions about the purpose and proper role of Canadian studies — often ones most vigorously attacked by critics of Canadian studies — should be understood; but they are not the assumptions adopted by this Commission as the primary rationale for Canadian studies, however tempting they might appear on first examination. It might, for example, have been convenient to rely upon the strong feelings of nationalism obviously abroad in the land to mobilize opinion in support of the recommendations of this *Report.* But for pragmatic reasons, and for reasons of principle, the Commission was determined to resist this temptation. Patriotic appeals to preserve and develop Canadian identity do not constitute, in practice or in principle, an adequate rationale for Canadian studies at any level of education. For instance, while a large number of Canadians are undoubtedly concerned about national identity, few agree upon what that identity is. In fact, many are locked in strong, occasionally violent, disagreement about its nature. Nor are the strongest differences of opinion always between Quebec nationalists and English-speaking Canadian nationalists, as is so often suggested. Equally passionate disagreements about the question of identity exist between many other groups of Canadians, for example, among Francophone Québecois themselves, between Acadiens and Québecois, between Maritimers and 'Upper Canadians', and between 'Easterners' and 'Westerners'. Hence, on purely pragmatic grounds, belief in the possibility of indoctrination in any narrow nationalistic, ideological, or political sense would indeed be a shaky foundation upon which to base an inquiry of this nature or recommendations of the kind proposed in this *Report.* It simply would not be possible to achieve a consensus across Canada on any one perception of the Canadian identity that could serve as the springboard for Canadian studies.

Beyond these pragmatic objections lie deeper objections of principle. The function of the university is to train the critical intellect, not to inculcate belief. It would be a betrayal of the essential function of universities for them to purvey or promote a particular perception of the Canadian reality to the exclusion of any other. If Canadian studies were to proceed from the assumption that a particular perception of the Canadian identity is the right one, the only one, and that this perception must be instilled into the consciousness of every Canadian, such studies would not merit a place at any university. The university must be a centre in which the critical intellect is left free to arrive at whatever conclusions the evidence and its own logic may require. Hence no perception of the Canadian reality may automatically be excluded as a viewpoint deserving examination.

Although the inculcation of one particular perception of Canadian identity is not, therefore, the purpose or justification of Canadian studies, the concept of identity remains, nevertheless, an important consideration in the rationale for the scholarly study of Canada. In the Commission's view, however, the most valid rationale for Canadian studies is not any relationship that such studies may have to the preservation or the promotion of national identity, or national unity, or national sovereignty, or anything of the kind. The most valid and compelling argument for Canadian studies is the importance of self-knowledge, the need to know and to understand ourselves: who we are; where we are in time and space; where we have been; where we are going; what we possess; what our responsibilities are to ourselves and to others.

But before the quest for such knowledge can begin, an individual or a collectivity must first be conscious of being Canadian. Unless Canadians recognize their distinctiveness in time and place, and are sufficiently interested in themselves and in their society and country, what motivation is there for self-study? The perception of Canadian identity may differ markedly from one person to another, from one language or cultural group to another, and from one part of the country to another. But an awareness of being Canadian, and an interest in the nature of that condition, is necessary for the achievement of self-knowledge; for what is self-knowledge, as far as a Canadian is concerned, if not the knowledge of one's identity? If one considers identity in terms of those qualities, ideals, experiences and institutions that we have in common as Canadians and that distinguish us from non-Canadians, our identity will be made up of numberless components, about any one of which one may legitimately disagree. However, any contribution to our knowledge of these components, whether they be cultural, sociological or environmental, could be viewed as part of the search for the diverse elements that make up the total of Canadian identity. This search is, then, but an extension of our quest for self-knowledge and, as such, it is a legitimate avenue of scholarly inquiry.

It should be emphasized that we **are** distinctive as a people. Although we are a highly heterogeneous country — geographically, climatically, linguistically, culturally, economically and politically — the total constitutes a unique entity called Canada. Indeed, this diversity is one of the key elements in the country's distinctive character. It is true, as George Grant has noted, that the vast majority of Canadians are a product of western civilization and live within the forms and assumptions of that enterprise.[1] But in both dramatic and subtle ways we are distinguishable from other peoples who live within this civilization, including our American neighbours with whom we tend to be most closely identified by others and often by ourselves. In the case of Americans, for example, while we have much in common, our differences are many and diverse. Reference to even a few circumstances illustrates this point. Culturally, we face in Canada the large challenge of bilingualism and multiculturalism with the declared goal of cultivating these heritages, whereas the United States faces the different challenge and objectives of a melting pot society. Politically, the strengths and weaknesses of our form of federalism, and of our responsible parliamentary institutions, differ markedly from those of the United States with its written constitution, separation of powers and entrenched bill of rights. Our cities are generally of a younger industrial age than those in the United States, and there are significant differences in the nature and qualities of urban life in the two countries.

Certain physical characteristics, separately or in combination, are also more significant in the life of Canada than in the United States or most other countries. These include, for example, the vast tundra and forested areas, the impact of snow and ice, enormous fresh water resources, extensive coastlines on three oceans and the realities of long distances and low human population density. Geographical, geological and climatic characteristics of this kind contribute to our distinctiveness, as do a variety of special social characteristics, including the linguistic and cultural diversity already mentioned, a unique historical development and the effect of proximity to a major metropolitan state combined with strong and valued ties to older civilizations in other lands.

Unless our programmes of teaching and research in Canada pay reasonable attention to such realities, they are likely to be substantially irrelevant, or misleading, or grossly wrong. A curriculum in this country that does not help Canadians in some way to understand the physical and social environment that they live and work in, that affects so profoundly their daily lives and that in turn is affected by their actions, cannot be justified in either academic or practical terms. It is essential from the standpoint both of sound balanced scholarship and of practicality that studies of the Canadian situation occupy an appropriate place in the curriculum and research interests of every university in Canada. As the Commission argues in chapters on science and technology and on education for the professions, this requirement is by no means confined to disciplines in the humanities and social sciences; it applies, to a greater or lesser degree, to nearly every area of academic activity.

Self Knowledge

The need for self-knowledge, which is the soundest justification for Canadian studies, has been a principal theme of classical and western thought since Heraclitus summed up his philosophy with these words: 'I have sought for myself'. Canadian studies thus constitute one part of a long tradition of scholarly inquiry, and the questions addressed by Canadian studies are at once as ancient and as contemporary as philosophy itself.

The concept of self-knowledge has been so central to much of western thought, from Plato and Plotinus to Spinoza, Kant, and Hegel, that its evolution requires no detailed review here. It is perhaps sufficient to recall the words of the cultural historian Ernst Cassirer:

> That self-knowledge is the highest aim of philosophical inquiry appears to be generally acknowledged. In all conflicts between the different philosophical schools, this objective remained invariable and unshaken: it proved to be the Archimedean point, the fixed and immovable center, of all thought.[2]

In our own century the progress and achievements of modern psychology since Freud and Jung have served only to broaden and to intensify the quest for self-knowledge, not merely as the highest aim of culture but as the indispensable condition for health and growth in the life of the mind.

An otherwise intellectually alert person who lacks self-knowledge will be constantly at odds with himself. He will be constantly tripping, as it were, over his own feet. Lacking self-knowledge, he will inevitably entertain a false conception of himself and must try to act, more or less adequately, in accord with that false conception. Moreover, his attempt to act in a certain manner to comply with that conception may change his nature just enough to add to the confusion. Success will appear to confirm the original misconception; failure may weaken his confidence. Thus, lack of self-knowledge will lead to a state of conflict within the self. There is perhaps nothing inherently dangerous in this state of discord. In fact, if the feeling of dissatisfaction that it produces leads to an attempt to resolve these contradictions, it can be the pre-condition to the search for a more adequate self-knowledge. Before one can seek such knowledge, he must be aware that he does not possess it and that it is indeed worth seeking. This is the beginning of true education. But if the conflict within the self is not resolved in this manner, it can lead to the disintegration of the personality.

If this is true of an individual, it is equally true of a society or nation. If, for example, the citizens of a country, which in reality is composed of many diverse regions and more than one culture, think of it as a homogeneous country that can and should be governed in a uniform manner through centralized institutions, this idea of the country will appear to receive confirmation from the fact that its leaders do attempt to govern in this manner. If the citizens are not alive to the contradictions inherent in this false image of the country, the conflicts within the country may be exacerbated rather than contained or ameliorated. To take another example: if a country looks upon a powerful neighbour as one that can protect its independence and integrity from potential external threats, the very idea of a community of interest will be self-confirming. But if, in fact, the greatest threat to that independence is posed by the same powerful neighbour, a country may unwittingly lose its independence in its uninformed attempt to defend it. To take a third example: if a nation invests faith, hope and capital in the development of a vast region within its own frontiers but lacks adequate empirical knowledge about the ecological system of that region, it runs the risk of damaging or destroying a large portion of its territory and of hurting its own future. This is self-destruction through lack of self-knowledge; for knowledge of the self includes knowledge of the space within which the self lives.

Self-knowledge of the individual cannot be divorced from knowledge of the society in which one lives. The two kinds of knowledge are not only mutually dependent, but are ultimately one and the same, as the main tradition of Western thought suggests. It was Plato who first stated clearly, above all in the *Republic*, that the fulfilment of the Delphic maxim 'Know Thyself' could not be attained by and for an isolated individual, but rather that the individual mind is an inadequate focus and must be magnified, and that man is a social being and can only be known as a member of a society. While Socrates had first emphasized that man is a part of society, Plato set about a systematic formulation of this idea and its implications. The quest for self-knowledge, now as then, must embrace the study of culture and community.

Hence, if a Canadian is to seek the self-knowledge that is essential for both health and wisdom, he must have access to a wider self-knowledge of his historical community and its contemporary circumstances. That is the answer to the Commission's question: why be concerned with Canadian studies? And it is the source of the further question that underlies this *Report*: are the universities of Canada making an adequate and reasonable contribution to the quest for national self-knowledge, which is the indispensable condition of individual self-knowledge?

If Canadian studies are designed to advance self-knowledge rather than performed as an exercise in a narrow type of nationalism, some important implications follow. For one thing, the concept of self-knowledge (to use James Mavor's phrase) opens windows on the street of the world instead of shutting them.[3] It links Canadian scholarly activity to one of the main concerns of Western culture. But it does more. It makes a knowledge of other lands and other times essential to our understanding of our own land and ourselves. Just as an individual cannot hope to know himself without knowing his own society and culture, so a society or a culture cannot hope to know itself without knowing the other societies and cultures that share its world. As C.G. Jung has written:

> We always require an outside point to stand on, in order to apply the lever of criticism . . . . How, for example, can we become conscious of national peculiarities if we have never had the opportunity to regard our own nation from outside? Regarding it from outside means regarding it from the standpoint of another nation. To do so, we must acquire sufficient knowledge of the foreign collective psyche, and in the course of this process of assimilation we encounter all those incompatibilities which constitute the national bias and the national peculiarity. Everything that irritates us about others can lead us to an understanding of ourselves.[4]

Obviously, then, our quest for knowledge of ourselves cannot fully succeed if accompanied by an unthinking indifference or hostility to non-Canadian studies. Studies that do not relate to Canada in an immediate and obvious way may none the less be a prerequisite to self-knowledge. What is required is a reasonable balance of the two; and if the impetus for this Commission has been an intuition that the balance has not been reasonable, there is no justification for exaggeration in the opposite direction. The judicious spirit required has been well expressed in an essay by Desmond Pacey:

> There is a respectable body of literature which has sprung from our own land our own people, and what is more natural that that we should read it and enjoy it? To say this is not to suggest that it should supplant the study of English and American literature . . . . But the first duty of man is to know himself. To know oneself as a Canadian, of course, necessarily involves knowing something of the roots from which Canadians sprang, be they English, Irish, Scots, French, German, or Icelandic. But to know oneself as a Canadian also means knowing what the human imagination has been able to make of this huge sprawling land, with its violent extremes of climate and topography, and of the society which has evolved here . . . . What one hopes to see develop in our young people from the study of our literature, in other words, is not a narrow sense of relevance nor a parochial kind of nationalism but rather an enlarged awareness of themselves as another imperfect but nevertheless distinct segment of the human race.[5]

The Commission believes that such an attitude towards the study of Canadian literature ought to be extended to the entire range of Canadian studies.

Professor Pacey is right to speak of 'roots', for the pursuit of self-knowledge implies a particular attitude towards the past. We cannot possess the world of our own culture except by a constant effort to recapture the past through historical recollection. If, then, we in Canada would seek self-knowledge in a way that is helpful both to ourselves and to the wider international community, we must heed the advice of the father of modern social science, Auguste Comte: 'To know yourself, know history'.[6] The Commission is convinced that further progress in our self-knowledge will depend to a large extent upon the historical dimension of Canadian studies at two levels: at the level of subject matter and at the level of the evolution of the disciplines themselves. That is, it is important to know not only what attention is being given, in both teaching and research, to Canadian economic history, Canadian legal history or Canadian historical sociology, for example, but also what attention is being given to the history of Canadian economic scholarship, of Canadian legal scholarship and of Canadian sociological scholarship. In other disciplines, such as physics or philosophy, where the subject matter may not be as distinctively Canadian, the second question becomes especially important. There is hardly a department or field of study in a Canadian university that can be exempted from such scrutiny – and certainly not the history departments themselves. There is, after all, the history of Canadian history.

The Universities and Society

If the concept of Canadian studies as self-knowledge implies a certain attitude to the past, it also implies an attitude to the present and to the future. Since full self-knowledge can be achieved only in conjunction with knowledge of community, and if Canadian studies are to become a major concern and responsibility of our universities, the universities will need to re-examine their relationships to their surrounding communities.

The Commission is, of course, well aware that there are as many dangers to be feared as there are benefits to be gained from an openness to the current concerns of society. A university must be sufficiently detached from its immediate community to be able to subject the values and institutions of that community to critical examination. A university too preoccupied with local or immediate interests and anxieties may not devote sufficient attention to questions of a more enduring nature. On the other hand, there is also a danger that, if a university becomes so absorbed by its own internally generated concerns or by those concerns defined by other academic communities, it may forget that it is a part of a living community. The university must therefore always remain alert to the fact that it draws much of its strength from its host community (be it a country, a province, a county, city or town), and that, in return, it owes to that community a measure of intellectual attention and service, both for its own good and for that of the community.

The truth is, the universities are becoming almost the chief institutions of society in terms of both cost and impact. While universities in Canada are provincially-chartered institutions for which the Provinces have carried a major responsibility, they are also institutions of national importance. They are, indeed, one of the country's greatest national assets and, as such, they have an important role to play in serving society at all levels. To fulfil such a role effectively, universities must constantly seek ways of relating their activities to the needs of the wider community. As J.A. Corry has noted, universities everywhere have been at their vital best when they were interpreting the felt needs of society in a discerning way. 'They have been at their worst and their most sterile when they have neglected their trust and lost touch with the urgencies of their society.'[7]

In addition, Canadian universities of course have special obligations to the international community because knowledge can never be confined to national borders. But a modern university must also serve its own community because a university grows and develops out of its community. Moreover, a university is financially supported by its community. In Canada's case, the total expenditures on university education by all levels of Government and the private sector combined in 1975-1976 will amount to more than two and one-half billion dollars.[8] The social responsibilities of a university, which are entirely compatible with but not identical to its intellectual responsibilities, cannot reasonably be denied. This idea has long been accepted in practice by other nations. But, as the following chapters of the Commission's *Report* attempt to document, the Canadian university has been slower than universities in many other countries to respond to its obligations to educate students, to undertake systematic research and to foster knowledge with the need of its own society specifically in mind.

Following extensive research and discussions with teachers, students and researchers in all parts of Canada, the Commission became convinced that the principal threat to the integrity of the universities arises not from too great a contact with the outside community but from too little. To the extent that Canadian universities study their own society they tend to do so as if they were, in the words of one brief, 'a group of anthropologists, observing an amazonian tribe in the very process of disappearing'. They need to become more aware of what is going on in the community and world outside the university. That is why this *Report*, in almost every chapter, asks in what ways our universities are serving, and should serve, their communities, whether local, provincial, regional, national or international. There are many specific areas in which the universities can and should be involved in the affairs of their communities, for example, by serving as cultural and intellectual centres, as bases for advanced research into social and economic problems of particular relevance to Canada, as sources of expertise in a variety of areas, as storehouses of information, as training centres for manpower, as centres for continuing education and extension teaching and in many other ways. Each culture and community has its own needs, and it should be among the tasks of each university and college to identify what these are and to consider how they can best contribute towards them.

Self-Knowledge and Problem-Solving

Intensive study and investigation of the Canadian physical, social and economic setting are essential elements in the search for self-knowledge. Though intrinsically valuable, self-knowledge is not sought solely for itself; a high level of knowledge and understanding of their society will help to ensure that Canadians respond effectively to practical problems and needs as they arise. It is simply a matter of prudent housekeeping, or good stewardship, for Canadians to attend in a conscientious, deliberate and thorough manner to teaching and research related to Canadian problems in whatever field. As the President-elect of the Canadian Sociology and Anthropology Association wrote in 1974, 'a sociologist or anthropologist who is not concerned with the problems relevant to the setting in which he (or she) lives is hardly worth his salt'.[9] This could also be said of academics in other disciplines.

Knowledge is essentially universal in character, but its application has strong and often differing implications for the culture and well-being of each community. There is an obligation to put knowledge to use in the service of man. In pursuing the obligation, Canadian universities should observe their particular responsibility to give service to the people of their own community by directing an appropriate amount of attention to the needs and problems of that community. Apart from the matter of social obligation, it is only reasonable to work on the nearby problems and the problems of one's own society before tackling those that are more remote. Who is in a better position to understand and to work on these problems than Canadians? And who will tackle them if we do not?

Subsequent chapters of the *Report* are replete with examples of problems and areas of study relating to Canada that are crying out for attention by Canadian scholars. Despite their importance to Canada, these problems have received inadequate study or have neglected altogether. In some cases we have also failed to develop innovative approaches and solutions appropriate to our own problems, preferring instead to employ so-called 'comparative models', imported from other societies, from which we uncritically extract mediocre solutions with sometimes disastrous results.

The Commission is not suggesting that universities should become slaves to community needs or to short-term priorities at the expense of their primary function, which is to preserve, transmit and increase human knowledge. On the other hand. Canadians face problems and circumstances that in many instances are not at all identical to those of other countries. We simply cannot afford, in either academic or economic terms, to ignore these problems or to adopt findings and solutions based on research done outside Canada when, as so often happens, they are inappropriate here. This is as true of social questions as it is of scientific and technical matters. It would be a betrayal of both their social function and their intellectual function if Canadian universities failed to contribute substantially to an understanding and amelioration of Canada's distinctive problems.

Self-Knowledge and Effective Decision-Making

A knowledge of their total environment will not only tell individuals something of importance about themselves and enable them to understand their country better, it will also enable them to make more informed decisions about the significant issues facing the civic polity, of which they are members. Self-knowledge is, in fact, the strongest foundation for effective decision-making Indeed, without a thorough understanding of the nature of his or her society and of its problems an individual is unqualified to make decisions affecting its welfare. A citizen's primary duty, Northrop Frye has suggested, is 'to try to know what should be changed in his society and what conserved'.[10] This responsibility cannot be discharged unless a citizen knows his country well.

In a moment of masterful understatement, Lord Haldane once urged on the British Government that, in the sphere of public policy, 'the duty of investigation and thought, as a preliminary to action, might with great advantage be more definitely recognized'.[11] The findings of the Commission on Canadian Studies suggest that this observation might well be made of Canada today. This country faces enormous decisions in the coming decades that should require of its citizens a 'duty of investigation and thought, as a preliminary to action'. To help us to reach good decisions, Canadians must have available, and be able to rely upon, findings and assessments of those engaged in research in Government, in industry and at the universities. Informed study, comment and criticism directed at Canadian conditions have an important role to play in the formation of public policy, in decision-making and then in effective problem-solving at all levels of government and in all sectors of society. As one scholar expressed the point to the Commission, 'we cannot, as scholars, tell Canada what it ought to do; but as citizens informed by scholarship, we may seek to influence the nation'.

Illustrations of the contribution that research in Canadian studies at the universities might be expected to make are identified throughout the *Report*. For example, the renewal of popular and scientific interest in the Canadian North is barely a few years old and yet the country is facing in the immediate future decisions of great consequence relating to northern petroleum and resources development. It is embarrassingly clear that we are not sufficiently informed about the economic, social and environmental implications of such public policy decisions. This is an area, surely, where the country might have been better served by the university community in anticipation of decisions requiring research based upon a lengthy period of investigation. Now, when there is a real and urgent need in Canada for well-researched information, provided by research programmes that are not under the thumb of Government or industry, too little is available; nor can such information now be easily assembled, especially in a short period of time. Again, in the North and elsewhere, plans are being made for vast programmes of water diversion and hydro-electric development. Not unexpectedly, the inadequacy of the information base on which decisions relating to such projects may be taken has led to questioning by concerned Canadians.

Extensive, well-researched information and a lengthy period of lead-time to digest and assess the implications of such information are essential elements in effective and responsible decision-making. Members of the university community have an opportunity to identify the long-term decisions that a society must make and to work toward an understanding of the issues involved in advance of the time for public decision.

Canada's Obligations to International Scholarship

There is an additional rationale for Canadian studies, one closely connected with the contribution that universities can make to problem-solving and decision-making in Canada. Canadians have an obligation, which the rest of the world expects us to honour, to play the leading role in scholarship relating to Canada and to be especially zealous at academic work that Canadians may be able to do better, or more readily, than anyone else because it concerns the cultural or physical conditions of the country in which they live. Other countries have similar responsibilities relating to their own particular circumstances. Indeed, in many instances, if Canadians do not address the problems of knowledge relating to this country, a gap will be left in the knowledge available to the human community that no one else will fill. This would be a loss not only to Canadian scholarship and to Canadian self-understanding, but to international scholarship as well. Geographically, Canada is one of the largest countries in the world, occupying a vast area of the North American continent. What happens in the rest of the world will often influence Canada. But what is done in Canada may also have a profound and helpful influence elsewhere. By addressing Canadian problems and conditions in our research and study, we can help others to understand not only our country and ourselves but also their situation and themselves. The maxim 'to know thyself one must know others' applies equally to all societies.

One letter to the Commission expressed the view that the simplest yet perhaps most valid justification for Canadian studies is that Canada exists. 'Perhaps,' the letter stated, 'this is too like the climber's explanation of why he wants to scale a mountain, "because it is there".' But, surely, such a rationale carries great force. Northrop Frye concluded his final review of Canadian poetry for 'Letters in Canada' in the *University of Toronto Quarterly* in 1960 with the remark: 'The centre of reality is wherever one happens to be, and its circumference is whatever one's imagination can make sense of'. Canadians are here and our imagination starts here. While this imagination reaches out to encompass the heritage of other times and other places, it is only natural that Canadians should feel a particular interest in the study of their own community. And it is only natural that, in the words of Hugo McPherson,

> we want to be recognized as a people who have something to say to ourselves, and something to say to the world. In sum, we are intelligent, imaginative people, and we want ourselves and the world to enjoy our experience.[12]

The ancient principle *bonum diffusum sui* is as applicable to the Canadian experience as to any other.

Canada's experience is as fascinating and as legitimate an area for academic study as that of any other country. Canadian problems are, or should be, of interest to us because they are ours. But more than that, Canadian problems are of universal and philosophic importance, for, while Canada is a distinctive political and cultural entity, this country is also part of the historical mainstream and is subject to difficult social and political problems that are often similar to those faced by other countries. Thus it is likely that Canadian innovations, though perhaps developed in some cases to meet primarily internal requirements, will be of interest to people in other lands facing generally similar situations. For the same reason there is increasing cause for students abroad to examine the Canadian experience from their perspective. Canadian social and political problems are clearly of intrinsic interest for all students of parliamentary government, federalism, nationalism, cultural pluralism, political parties and modern movements, the international role of middle powers, the problems of American alliance, the multinational corporation, and national sovereignty, to mention only a few examples. The point is, the Canadian experience deserves scholarly attention not simply because it is Canadian but because it has value as a subject of intellectual examination. There are many areas of scholarly inquiry relating to Canada that offer great opportunity and challenge to the academic community. Canadian scholarship has, thus, a strong international obligation to direct appropriate energies to teaching and research about the problems and conditions of its own society.

The Growing International Recognition of the Academic Value of Area Studies

Despite the intrinsic value of Canadian studies, academics in Canada have too often in the past viewed Canadian-oriented courses and research with scepticism if not with outright disdain. The irony is that many of these same people have accepted without question as valid courses and research projects relating to the culture or circumstances of other countries and areas, such as those dealing with American literature or the geography of the Sahara, or German idealistic philosophy or the lives of aborigines in New Guinea. Briefs to the Commission suggested that the fact that many staff members at Canadian universities are, or have been, non-Canadian or have been trained outside Canada has tended to strengthen this attitude. But there is abundant evidence that Canadian-born and Canadian-trained academics themselves are frequently least aware of the scholarly benefits and the valuable insights to be gained by studying the culture and history of their own society. By excluding Canada as a subject of study, often in the name of academic rigour, Canadian teachers and researchers in fact deny themselves and their students the opportuntity both of knowledge and of a valuable learning experience. As has been pointed out, 'the concept of culture is a lush, important one, perhaps the most germinal idea in 20th century scholarship in the social sciences and humanities'.[13] The chapters of the Commission's *Report* dealing with science and the professions attempt to make clear the importance of culture as a concept in many other areas as well.

In recognition of the academic value of area studies, universities around the globe are developing courses on this basis. The Commission's investigations revealed, for example, that no fewer than twenty-nine universities in Great Britain now offer specific courses or programmes in European studies, in addition to the substantial amount of work being done in the field of European studies within the confines of traditional departments. This burgeoning of European studies at British universities has also been paralleled at polytechnical institutions in the United Kingdom. In 1968 a University Association for Contemporary European Studies was founded to bring together staff and students working in this area in Britain. In the United States almost three hundred universities (not including two-year colleges) now offer courses or programmes in American studies. Bachelor's degrees in the field are offered by 180 of these institutions; master's degrees, by 33; and doctorates, by 14. The remainder offer courses or a concentration in American studies as part of their normal degree programme.

There are active centres for American studies at a number of universities in Japan, including the University of Tokyo, and an American Studies Foundation has developed a wide-ranging programme in that country. Moreover, a growing number of countries and private industries are contributing to higher education institutions abroad to further teaching and research about their society in other countries. The Krupp Foundation of West Germany, for example, has contributed two million dollars to Harvard University to establish a new chair in European studies and to support graduate students doing research into European problems. The West German Government has established a $30 million dollar fund to promote European studies in the United States. The Government of Japan and various Japanese companies have made a series of million dollar gifts to American and British universities as part of a programme to promote Japanese studies throughout the world. Extensive programmes of Italian studies are being developed at various universities in Italy and of Scandinavian studies, in Sweden. Programmes of African studies are being created in a dozen countries on that continent, and studies about Malaysia are being encouraged in the universities of that country. Many other examples of the growing recognition of the value of area studies outside Canada could be cited.

Why, then, should the value of Canadian studies be questioned? As one correspondent put it, 'the reason for *not* having Canadian studies are much more curious than the rationale justifying them'.

While it would be only natural for Canadians to want to encourage and support scholarly work about Canada abroad – indeed, in a separate chapter, the Commission argues for such support – we must always keep in mind that universities everywhere have limited resources and therefore cannot study everything. Foreign universities have their own special interests and priorities, which reflect their locations and their relationships to their own societies. Although it is hoped that they may devote appropriate attention to Canadian matters, foreign universities are unlikely to make the study of Canada a matter of top priority for themselves. Canadian universities have the primary responsibility for Canadian studies, for the same scholarly and practical reasons that American universities should be concerned with American studies or British universities with British studies. In many countries this assumption scarcely arises for discussion; it is so naturally taken for granted. The Commission believes that it is high time that we in Canada, too, recognized the common sense of this assumption.

Student Interest in Canadian Studies

While the Commission encountered indifference, and sometimes even open hostility, towards Canadian studies on the part of many university teachers and administrators in every part of Canada, this attitude was not as prevalent among the students. On the contrary, at public hearings, in briefs and letters, in personal interviews and in informal submissions to the Commission students at all educational levels demonstrated a genuine desire for more and better courses on Canadian matters. Our country is an enigma to many Canadians, and there is a growing wish to explore this enigma, especially among the young. This country appears to exist in spite of language, geography and economics, and thoughtful young people are curious to know how such a phenomenon came about and what the chances are of its survival – in fact whether its survival is even worth the effort that may be required. Their interest has, of course, been stimulated by the centennial celebrations of 1967, followed by those of Manitoba, British Columbia, and Prince Edward Island, as well as by events in Quebec and by the growing tensions between Eastern and Western Canada.

Canada provides a North American alternative to life under the Government of the United States. Canadian studies provide students with an opportunity to examine the significance of this alternative and to assess its practical effects upon their lives. Many of them have a vague feeling of Canadian patriotism, but are almost completely uncertain as to whether or not the sentiment has a rational basis. They want an opportunity to think about it. They also want to understand, if possible, why other Canadians think differently – those who would prefer to be part of the United States and those who, while anxious not to be part of the United States, would prefer that their Province or region should become sovereign rather than remain part of a federal union. Why is it that, as the power of the central Government has increased in the United States, the power of the Provinces has increased in Canada? What would be the effect of an effort either to reverse or to accelerate this trend? What part should Canada play in international affairs? What is the extent of our resources and should they be developed? What is the potential of this country? Fundamental questions of this sort, touching upon every aspect of the Canadian experience, are being asked by thousands of students across Canada.

In short, Canadian studies are needed because there is a strong and legitimate student interest in them. This demand is not being satisfactorily met at most educational institutions in Canada. Students at all levels of education told the Commission that they feel, as one put it, that they have been 'short-changed', that they have not learned nor been helped to learn about themselves. Because of this, many think that the system has failed them in a fundamental area of education. They also feel that what there has been of Canadian studies 'lacks guts', in the words of another. (Much more colourful language was sometimes used.) They are being urged, as they should be, to study about the United States, about countries in Europe, about the Soviet Union, and about Latin America – in fact, about almost every country and society but their own. However, they should be equally encouraged to study their own country. It is clear that a great number of students want a chance to satisfy their curiosity about this country and about their place in it. Canadian studies can satisfy that curiosity – not by the inculcation of nationalism or by encouraging a conception of Canada isolated from the rest of the world, but through an academically rigorous pursuit of self-knowledge. In wanting such an opportunity, Canadian students are giving contemporary expression to the need to know thyself.

FOOTNOTES

[1] George Grant, 'Canadian Fate and Imperialism', *The Evolution of Canadian Literature in English, 1945-1970*, ed. Paul Denham (Toronto and Montreal, 1973), p. 100.

[2] Ernst Cassirer, *An Essay on Man* (New York, 1944), p. 1.

[3] James Mavor, *My Windows on the Street of the World* (London, 1923).

[4] C.G. Jung, *Memories, Dreams, Reflections* (revised edition, New York, 1973), pp. 246-247.

[5] Desmond Pacey, 'The Study of Canadian Literature', a submission to the Commission on Canadian Studies, subsequently published in the *Journal of Canadian Fiction* (Spring, 1973).

[6] Auguste Comte, *Lettres à Valat*, p. 89.

[7] J.A. Corry, 'Universities Education: Prospect and Priorities,' *Queen's Quarterly*, Vol. 74, No. 4 (Winter, 1967), p. 565.

[8] *Advance Statistics of Education, 1974-75*. Statistics Canada, Catalogue 81-220 (Ottawa, 1974), p. 30.

[9] Fred Elkin, *Bulletin*, Canadian Sociology and Anthropology Association, No. 34 (July 1974).

[10] Northrop Frye, the Convocation Address delivered to engineering students at the University of Waterloo, June 1972.

[11] Viscount Haldane et al., *Report to the Minister of Reconstruction of the Machinery of Government Committee*, HMSO Command Paper CMD 9230 (London, 1918), p.6.

[12] Hugo McPherson, 'Why Read Canadian? Three Lectures and a Coda', a paper delivered to the Ontario Association of College and University Libraries in Toronto, 11 May 1973.

[13] Jay Mechling et al., 'American Culture Studies: The Discipline and the Curriculum', *American Quarterly*, Vol. 25, No. 4 (October 1973), p. 369.

Canadian Content in the University Curriculum

How Much Is Enough? Some Problems of Definition, Methodology And Fact-Finding

IN RECENT YEARS questions about the appropriate extent and role of Canadian studies in the university curriculum have provoked widespread discussion, both within and without the academic community. In some instances the absence of a clearly formulated rationale for Canadian studies – an issue addressed in the preceding chapter – has limited the usefulness of such discussions. The absence of a strong and generally acceptable rationale has also often limited the influence of those urging that more serious consideration should now be given to the development of such studies. Moreover, parties to this intense, if not always productive, debate have been handicapped by inadequate and sometimes erroneous information about what is and what is not going on in Canadian studies at the present time. The failure to grasp the fact that there is some Canadian studies dimension to almost every facet of the curriculum has further limited the effectiveness of the discussions. Such questions as 'What degree of Canadian content is appropriate?' or 'Is there a relationship between faculty citizenship and the amount of teaching about Canada?' have fostered heated arguments, but have as yet produced few agreed-upon conclusions. No coherent answers could or should have been expected to emerge from this debate without much more comprehensive and detailed factual knowledge about the existing state of Canadian studies than has previously been available. Indeed, because of this lack of even basic information, it was not altogether clear that the right questions were being asked, or that people engaged in fervid debate were talking about the same thing. Nor were senior university officials always sufficiently sensitive to the important issues under consideration.

In order to be able to begin 'to study . . . the state of teaching and research in the various fields of study relating to Canada at Canadian universities' as directed in its terms of reference, the Commission had first to gather information on the extent to which Canadian studies constitute part of the university curriculum. At the same time the Commission had also to gather information about the wide range of research activities and programmes in the Canadian studies field, especially as these relate to the curriculum. Assembling this data was an essential pre-condition for any accurate assessment and evaluation of the current state of Canadian studies, and for the preparation of any valid recommendations about future developments in this area. This in itself was a complex and difficult research assignment. The task involved a careful scrutiny of information available in university calendars, course outlines and reading lists, in relevant articles and books, and in a large array of public documents. It involved, also, conducting a number of special surveys, checking upon information presented at public meetings and hearings held by the Commission at universities and elsewhere in every Province of Canada, consulting with many individuals and groups, and engaging in very considerable correspondence. Hundreds of briefs submitted to the Commission raised questions relating either directly or indirectly to the university curriculum and Canadian studies. As noted in the preceding chapter, the Commission found in all these representations no clear agreement upon the definition of Canadian studies. However, a consensus as to what constitutes Canadian studies began to emerge as the Commission proceeded with its work.

At the outset of its investigation, the Commission discovered that little information of a researched and systematic nature was available to guide its work. Although special studies of a few disciplines have appeared in recent years, the Commission found that, for the most part, it was in the position of breaking new ground in attempting to take stock of the extent and quality of the attention devoted to studies relating to Canada at Canadian universities. The Commission's efforts in this respect correspond to similar inventories now being undertaken in several other countries, including the United Kingdom, France and the United States.

The Commission's research was guided by its initial decision to review a broad range of disciplines and other selected fields and topics in which Canadian studies have a place. The subsections that follow are not intended to be definitive or exhaustive statements, nor are they intended to stand alone. Rather, they should be appraised as a series of explorations of the nature and scope of current activity and interest in Canadian studies in a cross-section of the university curriculum. The Commission has sought, primarily, to examine and discuss major difficulties and problems, to illustrate certain neglected areas, to identify areas of strength, and to demonstrate the wealth of opportunities available in the Canadian studies field. The approach has been selective, rather than comprehensive. None the less, this and succeeding chapters do provide a more comprehensive body of information about the state of Canadian studies in many fields than has previously been assembled.

As a first step in gathering its information, the Commission conducted a number of surveys in the 1972-1973 academic year. The findings from these surveys have been reviewed, up-dated and added to at periodic intervals during the ensuing thirty months to the spring of 1975. In this work the Commission received the generous assistance and support of members of the faculty and/or administrative staff who had been designated as liaison persons at each university. A preliminary questionnaire, sent to every university, requested detailed lists and brief descriptions of courses having 'significant direct reference to Canada or to Canadian situations', together with enrolment figures for these courses and an indication of the proportion of students therein in comparison with total enrolment by discipline. The Commission received replies from between forty-eight to fifty-four universities regarding their departments of economics, English, French, history and political science; from over thirty-five universities regarding departments of geography and sociology; from between ten to twenty regarding departments of anthropology, biology, business administration, education and fine arts; and from a large number regarding various other areas of academic interest.

Such surveys yielded a great deal of information that was indispensable to the work of the Commission. However, bearing in mind the limitations and inconsistencies inherent in some of this data, the Commission pursued its own inquiries on many particular points with care and thoroughness. Course outlines, course descriptions and reading lists were reviewed with care. In addition, the Commission consulted university calendars, published reports, articles and essays treating Canadian studies and Canadian education from a variety of perspectives, as well as analogous commentaries from other countries. Information contained in numerous briefs and letters aided the Commission immensely in its research on curriculum content. Open discussions and private exchanges during and after the more than forty formal public hearings held by the Commission were also valuable as a source of information and opinion about curriculum matters. The Commission met personally with interested faculty members from every university in Canada. Representatives of a large number of Canada's learned societies made significant contributions to the Commission's investigations. In addition to the learned societies, such bodies as the Canada Council, the Social Science Research Council (SSRC), the Humanities Research Council (HRC), the National Research Council (NRC), the Science Council, and the Medical Research Council (MRC) were of great assistance in providing data and comment about curriculum, as well as about graduate studies and research.

Many representations, and the Commission's own inquiries, made clear that questions about the state and role of Canadian studies at the graduate level are the subject of as much concern and debate as at the undergraduate level. The Commission gathered extensive information and comment on this subject and does report findings and make recommendations relating to graduate programmes in Canadian studies in this and several other chapters. However, noting the appointment by the Canada Council of a Commission, chaired by Principal Dennis Healy of Bishop's University, to inquire into the state of graduate studies in the humanities and social sciences, the Commission on Canadian Studies has dealt in only a preliminary way with a number of questions that would fall more appropriately within the terms of reference of Dr Healy's Commission. These terms of reference are summarized as follows:

> To enquire into and report upon the nature and objectives of Canadian graduate studies in the humanities and social sciences and, without limiting its general aim, to examine in particular the trends and patterns of such graduate studies in recent years, and to make an assessment of future needs and prospects in light of: the expectations of graduate students; the relationship of graduate studies to the development of Canadian universities and to advanced research; the employment opportunities for students completing programs of graduate work in the humanities and social sciences.

The Commission on Canadian Studies has been glad to make available to the Healy Commission the briefs that it received, as well as its complete files and working papers, and the two Commissions have consulted closely on many points.

The Commission was aware of the difficulties involved in comparing with fairness and accuracy the information supplied about curriculum by different universities. For example, it was evident that the prior assumptions and personal values of respondents to the Commission's inquiries might influence their assessments of the Canadian content in the curriculum at their respective institutions. As one correspondent at a university in the Atlantic Provinces indicated, 'there is no agreed formula for deciding at what level a course begins to have significant reference to Canada'. No reassuring limits, or established classification systems, could readily be invoked to eliminate this problem altogether. In some instances, the prospect of candidly evaluating their own curriculum clearly produced a sense of uneasiness at many universities. These reflections, for example, came from the Commission's liaison person at a university in Western Canada:

> If I quote a figure of 90% Canadian for courses at this university, this may mask real deficiencies or problems. While if I quote 5% or 10% Canadian, I may get public outcries that the university is un-Canadian, or even anti-Canadian . . . I can get either number from the same original data by varying my definitions of Canadian.

Thus, care had to be taken to ascertain that approximately similar standards were used when course listings were aggregated by the Commission.

A related problem was apparent in reviewing course titles. Similar titles can conceal a wide range of variations in the reality of their Canadian content. Furthermore, a course labelled 'Canadian . . .' may be only peripherally or incidentally Canadian-oriented; another, although not specifically designated as Canadian, may have substantial Canadian dimensions. Both of these anomalies are evident when the reading lists and syllabi, which were often more helpful, were checked against the formal course title or calendar entry.

In aggregating the replies to its questionnaires, and in collating course listings, the Commission was alert to these and other potential causes of distortion in the figures supplied to it. In most answers to the questionnaires, however, the Commission discerned an effort to view the matter sensibly and to cope with it realistically. Most, but not all departments, resisted the temptation to exaggerate their 'Canadianness' — a quality the Commission had no intention of measuring or certifying, in any case. The possibility of occasionally inflated figures remained, however, despite careful reviews by the Commission in close consultation with its liaison persons. In some other cases there were also suggestions that the figures given were far too low to be meaningful. Thus, 'average Canadian content' may be computed from the survey responses, but such averages reflect, in uncertain and varying proportion, both overestimations of Canadian content (obtained by using the broadest definition of Canadian studies in order to include courses having little direct relationship to Canada), and underestimations (obtained by using the narrowest definition to exclude courses having less than 100 per cent Canadian content). In short, this problem of comparability renders essential some caution in using the aggregate statistical data, even when they have been provided by the universities themselves.

The Commission found instructive the conflicting views of those who, on the one hand, argued that charts and tables identifying and measuring Canadian content were all that was required of it, and of those who, on the other hand, expressed reservations about any attempt to define or to quantify Canadian studies at all. Several noteworthy points were made in briefs to the Commission by those advancing the second viewpoint. It was suggested, for example, that 'such quantification would be inherently dangerous because of the obvious misinterpretations which could result if Canadian studies were reduced to statistical dimensions'. It was also suggested that 'evolution and change are occurring so quickly at the present time, and the qualitative aspects and proportion of Canadian content are varying so widely in individualized areas, that hard and fast statistics on the actual status of Canadian studies would seem largely irrelevant.' Another brief argued that 'the "percentage of Canadian content" mentality must not be allowed to stand in the way of an autochthonous Canadian intellectual structure which might conceivably reject the percentage of content approach as an alien and out-of-date nineteenth-century American concept'.

The Commission agrees with those who expressed reservations about quantifying the content of Canadian studies: by itself such numerical data can be of only limited utility. As this *Report* emphasizes, there is more than a statistical dimension to Canadian studies. However, when used in conjunction with the information derived from the extensive hearings, briefs, correspondence, consultations and research of the Commission, statistical summations do have some value. Throughout the preparation of the report, the ever-present temptation to oversimply through quantification had to be resisted. Some of those awaiting its publication may have hoped for specific guidelines concerning appropriate percentages of Canadian content in the university curriculum, correponding to levels of 'national studies' in other countries or to other criteria. Several briefs and numerous oral presentations to the Commission contained proposals for 'standards' of Canadian content. Some called for the recommendation of quantifiable norms, but seldom offered any precise indication of what these should be or of how they might be determined or enforced. Persistently, such suggestions posed, but did not answer, the questions 'How much is enough? ' and 'How is Canadian content to be measured? '

The Commission doubts that it is possible to provide simple or arbitrary numerical answers to these questions that would be both workable and widely accepted. In any case, such an approach would not be very useful since it would be subject to confusing interpretation and variable applicability. In the long run it might actually prove harmful. None the less, the observations and conclusions that were developed from the quantitative assessment did help the Commission to formulate a number of recommendations, which are contained in this and subsequent chapters. The Commission believes, however, that the quality of teaching in Canadian studies, and the role of the university in serving the intellectual and practical needs of its community, must receive primary consideration in determining whether adequate attention is being given to Canadian studies in the university curriculum.

The extent of the attention that it is appropriate to devote to Canadian subject matter will vary considerably through the range of disciplines in the social sciences and humanities, the professions and the pure sciences. Although in some areas there will be virtually no reason or occasion to utilize Canadian materials, such instances will be rare. There are few situations in which some recognition of the particular Canadian orientation or applicability of an academic discipline would not be natural or helpful. Even where the subject matter has no obvious Canadian content, the Canadian context of the classroom is significant.

An additional problem relating to appropriate levels of Canadian studies was suggested by attempts to evaluate the Canadian content of departmental offerings in the same discipline at universities of different size. For instance, a small department of English literature that includes two courses in Canadian literature among its twenty calendar entries provides nominally the same percentage of Canadian content as a large department elsewhere that makes available ten Canadian literature courses among its one hundred offerings. In the latter case more formal opportunities apparently exist for an individual student to do sustained work in Canadian literary studies. But some other factors warrant consideration: are those ten courses regularly taught at the large institution? are the available library resources necessarily five times as extensive? is the faculty equally accessible? In any final assessment these and other considerations must be taken into account. When does ten per cent equal ten per cent? Not only the number of courses but also the supporting intellectual and material resources must be carefully assessed.

In attempting to draw comparisons between institutions by using percentages, some of those debating the issues occasionally minimize or overlook such factors, although their efforts may otherwise be very helpful. Raw percentage comparisons may be misleading or even mischievous. For all these reasons, then, the Commission has not adopted the approach of proposing statistical 'norms' for the desirable level of Canadian content.

A more sensitive and inherently more difficult problem for the Commission in evaluating its information was to assess the prevailing attitude of faculty and administrative personnel toward the place of Canadian studies in the university curriculum. To measure how hospitable and supportive the climate of scholarship is for those students, teachers and researchers interested in Canadian studies may be as or more important than determining the current extent of the Canadian content offered. This question attracted the attention of many of the Commission's correspondents, who commented on scholarly traditions, curriculum development, faculty citizenship and other related aspects of the issue. For example, it was often suggested that a high representation of non-Canadians in the administrative positions of universities and of individual departments militated against the inclusion of Canadian studies in the curriculum. Typical of the comments to this effect was the statement that 'in this department the administrative power rests with the Americans who are often unsympathetic to Canadian interests and contemptuous of Canadian culture'.

After investigating a series of such assertions, the Commission concluded that substantial grounds for complaints of this nature existed and continue to exist. In some cases they are the product of accidental circumstances, but in others Canadian studies have been deliberately ignored or restricted. However, the dearth of Canadian content in the curricula of our universities cannot be attributed solely or even primarily to the influence of non-Canadian professors and administrators. In many instances Canadian faculty members themselves have neglected or been indifferent to Canadian studies. In fact, the major responsibility for the neglect of Canadian studies rests with the Canadian members of the university community in Canada. Many Canadian scholars have adopted, or accepted, the attitude that Canada is not a sufficiently interesting subject for study and research. Going further than this, many obviously feel that Canadian problems, events and circumstances are almost by definition of only second-rate academic importance. It is no wonder that it was repeatedly suggested to the Commission that the 'big problem is not so much that of de-Americanization of our universities as that of selling Canada to Canadian academics'. The far-reaching impact of this problem needs only to be illustrated to be appreciated. Because university faculty members can have an important influence on the attitudes and interests of their students, they may consciously or unconsciously inculcate in them an attitude of disdain or indifference towards studies that relate directly to Canada. Thus, a pattern of disdain and indifference towards Canadian studies may be perpetuated in a self-regenerating cycle. The scope of this pattern will be extended still further by the fact that many university graduates subsequently assume teaching responsibilities at the secondary and elementary levels where they may, in turn, transmit a bias against Canadian studies to their own students. The personal attitude of university teachers thus assumes a position of pivotal importance in stimulating or discouraging interest in the study of Canadian affairs at all levels of the educational system.

The Commission found, too, that the habit and the consequences of applying uncritically to the study of Canadian situations assumptions and methodologies borrowed from other countries were far more pervasive than anticipated. One of the many briefs that addressed this issue suggested that:

> We have a country that is exceedingly complex (regional, dual, plural, etc.). If our guide (blueprint or map) to this complex machinery was made in the USA or elsewhere, how can we hope to make any sense out of what we see? One way to resolve the inconsistency between the machine and the blueprint is to make the machine match the blueprint: this we are in danger of doing. The other, is to throw out the present blueprint and make a new one based on the machine as it really is; this is what I hope we will be able to do.

What is required, said one commentator, is 'to develop a perspective and a set of tools appropriate to the phenomenon being investigated'. Whatever their merits as theoretical tools or when applied in the context in which they originated, many methodological assumptions and techniques developed to meet the needs of other societies are believed by many to have only limited relevance or utility in Canada. Most concern with this issue is found in the social sciences.

One brief to the Commission argued that the social science community in Canada has become 'a passive appendage of its American counterpart' by uncritically adopting and copying the perspectives and procedures of American universities. Simple substitution of Canadian data and illustrations have left Canadian social scientists dependent upon external guidance. The writer continued:

> The dependency is now informally but firmly institutionalized and depends much less on the numbers of Americans in general or in "sensitive departments" in Canadian universities than it does on the intellectual habits and practices of Canadians. Because of the intellectual-organizational weakness of the Canadian universities individually and collectively, Canadian administrators and scholars have come to attach themselves as individuals to American academic culture, i.e., to the initiatives and models of American universities. This development raises issues about the adequacy for Canada of American approaches to systematic social understanding. More particularly, they raise issues about the comprehensiveness of the scope of the social sciences individually and jointly as professed in the American type of university (located in whatever country) and about their general orientation.

Similar expression of concern was not uncommon in regard to other academic fields. The problems that give rise to this concern require serious consideration in relation to Canadian studies, in both teaching and research. Questions of this scope do not lend themselves to any ready resolutions by a Commission of this nature. The problems of methodology in the social sciences, for example, are immensely complicated. It is the Commission's intention simply to draw attention to their existence and to stress the extent to which many of those working in the field of Canadian studies have expressed their dissatisfaction with current practices. This particular issue will require extensive investigation and careful analysis on the part of those most closely involved.

In a number of instances even more basic issues arose. In replies to its inquiries and in other submissions, the Commission found a tendency on the part of some academics in Canadian universities to be hesitant or even evasive about considering the role of Canadian studies. More than once attempts were made to deny the very existence or even the possibility of Canadian studies, or of any other form of academic study directed towards a particular society or country. In the eyes of some academics such questions 'did not and should not arise'. By way of justifying this attitude, it was suggested, for example, that 'any research on the human condition is as relevant to the Canadian situation as to the situation in any other country'. Whatever its merits, such a contention misses the point by suggesting that no society has discrete and distinctive attributes worthy of investigation. It reflects an attitude of aloofness and indifference to the Canadian social and intellectual environment that the universities cannot afford and should not tolerate.

Other individuals claimed that they were simply guided by the canons of international scholarship, and that this made their lack of interest in and concern for the study of Canada irrelevant or immaterial – or even commendable. In situations where such an orientation was involved, the Commission was often severely hampered in its efforts to obtain and assess information. Such a posture – where it has restricted the efforts of other scholars to engage in legitimate and worth-while teaching and research about Canada – accounts for much of the public criticism directed recently at the university community. The Commission has concluded that the conscious and unconscious endorsement of such attitudes by many senior scholars and university administrators has often prevented our universities from fulfilling some of their essential functions and obligations within the Canadian community. Moreover, it is abundantly clear that these attitudes are the cause of serious discontent both within the universities and among many members of the general public.

There are, thus, many factors, working in diverse patterns in the various disciplines and in the different regions of the country, that have been responsible for originating and perpetuating a general neglect of Canadian studies at Canadian universities.

To this point in its *Report* the Commission has attempted to answer the question 'Why be concerned with Canadian studies? ' and has suggested subsequently a series of considerations relating to the issue of 'How much is enough? ' Now, questions of a different nature relating to the practical problems of introducing, nourishing and sustaining Canadian studies in the curriculum must be raised. A number of these are dealt with only generally here to foreshadow more thorough discussion later in this and other chapters.

In some cases limited emphasis on Canadian studies, or the failure to use Canadian materials, has been attributed to the lack of suitable texts and other resources. This has certainly been true in many instances, and the Commission is concerned about the shortage or even complete lack of Canadian texts and other teaching materials in many academic fields. The Commission's inquiries indicate, however, that even when they are available, Canadian resources have often not been utilized. They may not have been looked for; they may have been found – and found wanting; they may have been found and deliberately disregarded; or they may not have been found at all. Accordingly, this chapter deals in a preliminary way with research and publishing in relation to curriculum development in Canadian studies.[1]

Research in Canadian studies is linked to teaching in many ways. Thus, for example, in certain fields difficulty in obtaining the results of research in published form has been a factor limiting the amount of attention given to Canadian affairs in university programmes. Without thorough research sound scholarly publishing in Canadian studies is impossible, and texts, scholarly articles and other studies cannot be prepared for student use. Furthermore, in a department in which little Canadian-oriented research is carried on, students are not likely to receive much stimulation to pursue studies pertaining to Canada. This is especially true if they are given the impression that no worth-while, important or interesting work is being done or needs to be done in Canadian fields. At the graduate level a strong research interest in Canadian subjects and an appreciation of their worth are essential if faculty members are to perform satisfactorily as the supervisors of theses in Canadian studies. Obviously, this does not mean that the faculty member should be interested only in Canadian-oriented studies — the dangers of such a restricted outlook are clearly enough stated throughout this report. However, it does mean that those supervising theses in Canadian studies should have a perception of, and familiarity with, the distinctive features of Canadian-oriented research and considerable experience in the study of Canadian problems.

Many commentaries received by the Commission on the subject of curriculum development in Canadian studies :eferred to the financial dificulties encountered in establishing new courses and programmes, especially during the recent period of relatively stable or declining university enrolment. The gap between needs and resources has been particularly severe at universities where an increased interest in Canadian studies has been accompanied by decreased university revenues relative to costs. In some departments at a few of these institutions, where new faculty members in the Canadian studies field hold junior positions without tenure, it has occasionally been thought necessary to eliminate Canadian content courses and to discontinue the employment of the young Canadian specialists who teach them. In the Commission's judgement, the importance of Canadian studies supports the alternative contention that every effort should be made to consolidate and to maintain the initiatives already undertaken, and to expand these where possible. There are several ways to alleviate the financial restrictions that now limit Canadian studies activities at some universities. These include special development grants from various levels and agencies of Government in support of Canadian studies, and a more active resort to private funding, which is discussed in the chapter on the role of the private donor. In some instances it may also be appropriate for a university to review its priorities in the allocation of resources in order to give greater support to the pursuit of Canadian studies.

Some attempts have previously been made to draw general attention to the importance of stimulating academic activity in the Canadian studies field. In January 1971, for example, a memorandum on the question of Canadian content was sent from the Association of Universities and Colleges of Canada (AUCC) to all of its member institutions:

> The following recommendation initiated at a meeting of the Canadian Union of Graduate Students was proposed at the AUCC Annual Meeting in November, 1970, for the consideration of the Board of Directors of AUCC:
>
> That the AUCC urge on all curriculum and planning committees of universities to examine the extent of Canadian content in appropriate academic fields, and especially in the humanities and social sciences, with a view to increasing it, if needed.
>
> The Board commends this expression of concern about the extent of Canadian content where it is relevant in the academic offerings of Canadian institutions. While this matter has been raised in some quarters as having nationalistic overtones, the Board commends this resolution to your attention because it is of the opinion that Canadian studies in the humanities and the social sciences, in particular, have been relatively neglected both in university curricula and in research.

There is little evidence, however, that such university-wide examinations have occurred. Indeed, scarcely a handful of the more than sixty universities and colleges that belong to the Association took any action on this request. Nor has much been done to implement the judgement expressed in this memorandum that 'closer attention to Canadian content both in curricula and in research is regarded as being very important for a better understanding of Canadian problems'.

Such efforts as have been made to develop Canadian studies within the university curriculum have, however, produced encouraging results. More will undoubtedly follow. But where identifiable deficiencies remain, concrete remedial measures must be taken to eliminate them: responsible and responsive direction must lead to the prompt implementation of intelligent policies. It is no longer good enough to rely upon some natural, unguided process of self-correction to remedy the neglect of Canadian studies as so many have done in the past.

In the following pages Canadian studies programmes, and the current state of Canadian studies within a number of disciplines and other related areas, are appraised in some detail. The opportunities and needs for further curriculum development and research in these fields have also been reviewed. The place of Canadian studies in other important areas of teaching and research is examined in other chapters.

Formally Designated Canadian Studies Programmes

As instructed in the second of its specific terms of reference, the Commission made inquiries to determine 'the location, nature, and function of programmes and institutes concerned with Canadian studies'. In this section of the chapter programmes that are in some way labelled or formally designated as 'Canadian Studies' are discussed. Subsequent sections deal with the study of Canada within traditional disciplines and within other related academic areas.

The Commission's preliminary questionnaire asked each university to indicate whether it had a Canadian studies programme 'in any form whatever' operating in the academic year 1972-1973. Subsequent inquiries up-dated this information to the end of the 1974-1975 academic year. Each institution was also asked whether, if it did not have such a programme, any plans had been made to establish one; or if it did have one, whether any expansion was contemplated. After identifying those universities and colleges that had Canadian studies programmes, the Commission met with representatives from each of these institutions. In each case, detailed and frank discussions with the chairman, faculty members and participating students were of help in assessing the experience of these programmes in developing a variety of approaches to Canadian studies. The Commission has continued to correspond with these individuals and institutions, and with others; this correspondence has considerably augmented and refined the information obtained from its surveys and hearings, from briefs and from other sources.

In responding to the preliminary questionnaire, some universities clearly found it difficult (or were perhaps reluctant) to acknowledge that they offered no Canadian studies programme 'in any form whatever', even when it was obvious that there was no such programme. Indeed, the Commission was treated to some splendid academic circumlocutions by officials who were embarrassed to realize, perhaps for the first time as a result of the Commission's inquiry, how little their institution was doing in the field of Canadian studies. There were other instances, however, where the universities concerned were obviously surprised and pleased to discover the amount of activity that was already going on in this field on their campus unbeknownst to the senior administration and without its active support or encouragement.

In requesting information about formally designated Canadian studies programmes, the Commission indicated that it was referring to programmes specifically labelled 'Canadian Studies', including those that could be self-elected by students with the approval of designated university officials or of curriculum committees. Such programmes can be grouped in one of three general categories. The first are those in which Canadian content courses are merely selected from the existing curriculum and listed separately for the convenience of students who wish to concentrate in Canadian studies. Programmes of the second sort are those in which students enrol in one or more 'Canadian Studies' courses or seminars, plus designated courses from the regular departmental offerings. In the third category of Canadian studies programmes there is a prescribed selection of courses, including some specifically introduced by faculty members in order to supplement the Canadian offerings of their departments. In the two latter cases students are generally expected to complete the requirements for a degree in their chosen discipline by emphasizing Canadian-oriented courses. Degrees in such programmes sometimes indicate the emphasis on Canadian studies as, for example, in BA History (Canadian studies). The degree BA Canadian Studies or BA (Hons.) Canadian Studies, without a specific department indicated, is relatively rare.

At the time of the Commission's preliminary survey, the following universities and colleges reported that they either offered, or were planning to offer, in one form or another, a formally designated Canadian studies programme:

Atlantic Provinces

Mount Allison University
Mount St. Vincent University
Saint Mary's University
University of New Brunswick

Quebec

Université Laval
Loyola College (Concordia University)
McGill University
Université de Montréal
Sir George Williams University
(Concordia University)
Université du Québec à Montréal
Université du Québec à Trois Rivières
Centres d'études universitaires à
Rimouski
Université de Sherbrooke

Ontario

Carleton University
Lakehead University
Laurentian University of Sudbury
McMaster University
Queen's University
Royal Military College
Trent University
University of Guelph
University of Ottawa
Erindale College, University of Toronto
Ontario Institute for Studies in
Education, University of Toronto
Scarborough College, University of
Toronto
University of Toronto
University of Waterloo
University of Western Ontario
Wilfrid Laurier University
University of Windsor
Atkinson College, York University
Glendon College, York University
York University

Western Provinces

Le Collège de Saint-Boniface
St. John's College
St. Paul's College
St. Thomas More College
Simon Fraser University
University of Alberta
University of British Columbia
University of Manitoba
University of Regina
University of Winnipeg

Of the fourteen institutions included in the above list that were then considering the establishment of such programmes, about half proposed to create a general Canadian studies programme. The others were planning a designated programme in a special field of studies relating to Canada. Examples of this latter type of programme already in existence are the Great Plains Area Studies programme at the University of Regina, the Quebec literature programme at Université Laval and the French Canada Studies Programme at McGill University. A number of these proposals have now been implemented. Thus, about half of Canada's universities and colleges currently offer some kind of formally designated Canadian studies programme.

In response to the Commission's survey, nine institutions indicated that they did not have a Canadian studies programme or any plans to establish one. Five universities – Acadia, Bishop's, Calgary, Lethbridge, and St. Francis Xavier – felt that they already provided enough Canadian content courses throughout the curriculum as a whole to enable students to create their own self-selected Canadian studies programme. One suggested that 'a Canadian studies programme as such . . . (would be) more restrictive and would not accomplish any more than the approach presently used'. They argued, then, that with appropriate faculty guidance a non-designated Canadian studies programme may be conducted effectively as a form of independent study, with as much or as little concentration as the individual desires.

It may be helpful to indicate, by offering four diverse examples as illustrations, both the wide spectrum of formally-structured Canadian studies programmes now available, and also some of the broader issues raised by such programmes. The following observations were selected from among the descriptions submitted to the Commission on Canadian Studies by the respective institutions:

Mount Allison University

The stimulus . . . to introduce a programme of Canadian studies at the undergraduate level, came with the establishment in 1969 of the Edgar and Dorothy Davidson Chair of Canadian Studies. The object of this chair was to bring to Mount Allison a distinguished Canadian scholar in the humanities or social sciences, in order to establish and expand a Canadian programme at this university. The initial programme was developed with the assistance of the Departments of English, French, Fine Arts and History. In the following years the Departments of Economics, Geography and Political Science have also added their contributions to the Programme, and it is hoped that the Conservatory of Music will do likewise in the next year or so. Today the Programme comprises 16 courses, with 12 participating professors. Successful completion of the Programme leads to a B.A. with Honours in Canadian Studies, or a B.A. with concentration in Canadian Studies, according to the number of Canadian courses taken and the standing attained.

At the outset the direction of the Programme rested entirely in the hands of the Edgar and Dorothy Davidson Professor of Canadian Studies. Today the Programme is administered by a Committee of nine professors, representing each of the participating departments, of whom the Director acts as Chairman. The Director and Committee are directly responsible to the President. The Committee has no executive authority. It is essentially an advisory body. It does not have a budget, and works through the participating departments which participate in the programme in the matter of library budget and the hiring of staff. This system was probably satisfactory as a means of getting the Programme under way . . .

There are, in each of the departments participating in the Canadian Studies programme at Mount Allison, specialists in the Canadian field, including Literature, Fine Arts, History, Geography, Economics and Politics. Each of these professors is not only actively engaged in teaching, but is actively engaged in research in specifically Canadian projects . . . .

For the present, Mount Allison gives special emphasis to undergraduate teaching, rather than to graduate research, and for this purpose the existing resources are adequate, including as they do, special collections in the field of Canadian literature, history, music and regional history. Mount Allison has been fortunate in receiving in the past important collections such as the Mary Mellish collection of books on folklore, the Winthrop Bell collection of historical material relating to the Maritime Provinces, and the anticipated Davidson collection of eighteenth century Canadiana. The Owens Art Gallery has a good permanent collection of works of art, the majority of which are Canadian, is the recipient of travelling shows circulated by the National Gallery of Canada, and originates exhibitions of works by Canadian artists. For teaching purposes, it has an excellent collection of coloured slides and good projection facilities.

The strength of student demand for Canadian studies at Mount Allison is illustrated by the number of Canadian content courses which have been added since the establishment of the programme in 1969. In 1968-69, there was only one course in English Canadian literature. In 1974-75, there were three; in 1968-69, there was only a half course in French Canadian literature, in 1974-75, there were six; in 1968-69, there were no courses in Canadian Economic History, in 1974-75, there was one; in 1968-69, there were no courses in Canadian Politics, in 1974-75, there were three; in 1968-69, there were no courses in the History of Canadian Art, in 1975-76, there will be one; in 1968-69, there was no course in Canadian geography, in 1974-75, there were two. At present no courses in the History of Canadian Music are offered by the Conservatory of Music; it is hoped that such a course will be available within a year or two.

The French Canada Studies Programme, McGill University

The French Canada Studies Programme at McGill University was established well over a decade ago, in 1963. The Programme has pioneered in the field of interdepartmental and inter-university collaboration in Canadian studies in both teaching and research. It has also promoted interest in Canadian studies, with of course particular emphasis on French Canada, among members of the public by an active programme of conferences, lectures, and publications.

Laurentian University of Sudbury

The Canadian Studies Programme is designed to provide an alternative to the traditional concentration-continuation (major-minor) route to a Bachelor of Arts degree. Instead of specializing in one or two disciplines, the graduate of this programme will be able to develop a broad, integrated understanding of Canadian society and culture by viewing them from a variety of perspectives: economic, historical, political, sociological, geographical, anthropological and literary. From among the eight university departments participating in the programme, the student must select "Canadian courses" from at least three. In all, he must take at least seven Canadian courses – those so designated having a Canadian content of at least 60 per cent. On the other hand, to ensure that he receives a broad, liberal education, and to guard against a too narrowly chauvinistic background, a maximum of ten courses has been set.

The reasons for establishing such a programme are not hard to find. First, there has been in recent years an increasing emphasis on interdisciplinary studies, frequently taking the form of area studies. It was only logical that if a student could specialize in Asian, Latin American or African studies, for example, that a Canadian Studies Programme would also be available. Second, there has recently been a considerable awakening in the interest which Canadians – and especially young Canadians – have demonstrated in their own country – its problems and prospects, its identity and survival. It was only proper that universities meet this demand in a more satisfactory way than had previously been done.

While the establishment of the Laurentian programme resulted from these general factors, it possesses a number of distinct features . . . The Laurentian programme is unique in being available in either English or French or on a bilingual basis. Moreover, it requires graduates to demonstrate a solid reading knowledge of both languages. Upon graduation students may also qualify for a certificate of bilingualism attesting to their fluency in both languages.

University of Alberta

The Canadian Studies Programme at the University of Alberta is a four year programme, consisting of twenty full courses, selected under the guidance of the Faculty office and the chairman of the Committee on Canadian Studies.

A minimum of eight full courses with Canadian content are required, to be chosen from the list of courses approved by the Committee. Not more than three Canadian content courses may be taken from the offerings of any one department, for credit against the eight courses required. At least one course must be taken from the Humanities and one from the Social Sciences. One of the Canadian content courses must be Interdisciplinary Studies 450, Canadian Studies: this course is taken in either the third or fourth year of the programme.

The student must also choose a principal subject of concentration as defined by the Faculty for the four-year B.A. (special). Not less than five courses and not more than eight may be taken for credit in the student's subject of concentration. No second subject of concentration is required.

During the course of his programme, the student must demonstrate an ability to read French. A French or French Canadian 200 level course will satisfy this requirement.

The student must also present one full year of English at the 200 level, and two science courses (including an approved junior laboratory science). Conditions governing graduation, supplemental examinations and length of programme are the same as those stated in the University Calendar for the B.A. (special).

The programme at present is restricted to the undergraduate level, but the Committee, over the course of the next year, will be studying the desirability of extending the programme to the Graduate level.

The programme is administered by a committee of the Faculty of Arts. The members of the committee are drawn from departments of the Faculty which have a particular interest in the study of Canada, as well as one representative from the Faculty of Education. The programme as presently structured incorporates courses already being offered in the Faculty of Arts; consequently, to date it has not required funding beyond that already provided by the Faculty for such courses. Were the programme to be expanded to the Graduate level, with the developing of specialized areas of research and teaching, and with greater emphasis upon an interdisciplinary approach, then additional funding would be required.

These and similar programmes, varying in their formality and complexity, have been developed at more than a score of universities across the country. They have evolved to meet the specific needs of the individual institutions. In their particular context, they are seen as a means of enhancing the opportunities for Canadian studies by facilitating interdepartmental co-operation, by injecting new courses into the curriculum, by attracting students to Canadian-oriented areas of study, or in other ways. However, formally designated Canadian studies programmes are but one possible approach to the development of Canadian studies. Moreover, the strengths and weaknesses of this approach deserve careful consideration. Strongly divergent opinions about its value were expressed to the Commission. Some universities indicated their concern that the Commission might see its role as one of lobbying for the introduction of formal Canadian studies programmes or for the adoption of a particular approach to the teaching of Canadian studies. The Commission had no such role in mind. Indeed, it recognized from the outset of its work that the appropriate approach to Canadian studies would vary from university to university, depending upon the particular needs and circumstances of the institution concerned.

As noted above, several universities suggested that their emphasis on Canadian studies within the traditional departments was already sufficient, and that, in their situation, it was not necessary or desirable to establish a formally designated Canadian studies programme. The Commission's research confirmed that this was in fact the case at a number of universities that have a strong Canadian orientation in their curriculum but no formal Canadian studies programme. At some of these universities the creation now of a formally designated Canadian studies programme would add little to the reality of their work in this field. Indeed, it might even complicate the development of their interest in Canadian studies unnecessarily.

It was frequently contended at public hearings and other meetings of the Commission that Canadian studies programmes stimulate the development of Canadian course offerings in participating departments and, more generally, throughout the university. Against this contention, however, others protested that such programmes might have exactly the opposite effect: they might inhibit the maturation of Canadian studies by creating just one more self-contained, segregated and isolated academic unit in the university. Certainly, if full and free contact with the rest of the academic community were impeded, then the intellectual stimulation and consequent rigorous development of those engaged in Canadian studies programmes could be restricted or impaired. This Commission would particularly regret such a tendency if it were also to contribute to the further fragmentation and bureaucratization of the university.

In any attempt to assess these and other merits and weaknesses of formally designated Canadian studies programmes, the Commission recognized that a very extensive examination of past and present practices would be required. For example, the suggestion that the establishment of a Canadian studies programme would lead to an increase in the level of Canadian content in the traditional disciplines could only be tested by reviewing the situation over a number of years. If, over a period of time, the level of overall Canadian content in the university curriculum were found to be lower at institutions with Canadian studies programmes than at those without such programmes, one might even conclude that a negative relationship exists – that the establishment of Canadian studies programmes may, under some conditions, actually hamper the development of a more pervasive Canadian orientation in the total university curriculum. This danger does exist. However, it appears to be outweighed by the evidence that at most universities Canadian studies programmes have been formed because of a genuine concern to stimulate a more widespread interest in Canadian studies. Moreover, the evidence also suggests that the general level of Canadian content and of interest in Canadian studies has increased substantially at nearly all these institutions as a result of the establishment of Canadian studies programmes.

The Commission offers three observations that may be of assistance to those debating the merit or otherwise of establishing formally-designated Canadian studies programmes:

1. At a few universities the current emphasis on Canadian studies within the traditional departments may already be large enough to preclude the need for any formally designated programme. In effect, at such institutions where there already exists ample opportunity and encouragement to pursue the study of Canada, it would seem unnecessary to establish a structured Canadian studies programme at this time.

2. Promoting a Canadian studies programme without sufficient planning and forethought, or doing so only because it is

'fashionable', may have dangerous consequences. Each university should take a careful look at its obligations and needs, and attempt to design a response that is best suited to its particular situation. Failure to do so may be wasteful of both material and human resources, and may stifle the initiatives that really ought to be undertaken and that might otherwise be forthcoming.

3. In a somewhat similar vein, establishing a token 'Canadian Studies Programme' merely to blunt public or student or faculty criticism of the university's larger failure to recognize Canadian needs and circumstances in all appropriate areas of its curriculum is deplorable. This seems to have happened in several instances. It constitutes a thoroughly reprehensible 'cop-out'. Such intellectual dishonesty is unconscionably irresponsible and in the end it will surely be detrimental to the best interests of any university that engages in such practice.

Serious and extended research, and critical thought, must be devoted to the development of appropriate curriculum for Canadian studies by institutions now engaged in this academic field, as well as by those proposing to enter it. Moreover, there is an urgent need for research in this area at the national and regional levels, as well as by individual institutions. Such research, at all three levels, should include an examination of alternative approaches to Canadian studies. Different possibilities in regard to course content, programme orientation, teaching methods and organizational framework should all be explored. Research on curriculum development at the regional and national levels should lead to the design of a range of specific proposals that would be of assistance to the increasing number of institutions and individual teachers working in this field. Useful work on curriculum development for Canadian studies is being done for the secondary and elementary levels of education by the Canada Studies Foundation, by a number of faculties of education, by some provincial departments of education, and by the Council of Ministers of Education, Canada. However, very little has yet been done in this field at the post-secondary level.

The Commission recommends that the Department of the Secretary of State and the Council of Ministers of Education encourage and assist the Association for Canadian Studies to convene a series of small working groups, in each region of the country, to examine curriculum needs in Canadian studies. This step should be followed by the convening of a national conference and the establishment of arrangements for some continuing research on curriculum development at the post-secondary level for Canadian studies. Such research should also then be supported by the Council of Ministers and the Department of the Secretary of State. The Association of Universities and Colleges of Canada is already on record as feeling concern about the lack of attention being devoted to Canadian studies. It should, therefore, give active support to these and similar measures designed to advance the place of Canadian studies in the university curriculum.

The Commission was interested to note the wide variety of Canadian studies programmes that have been enthusiastically endorsed by their respective proponents. Given the nature and relative newness of the field, the extent of this variety is somewhat surprising. It is also encouraging. The Commission regards with some reservations the strongly entrenched positions that some participants have adopted about the rightness of one particular approach to Canadian studies. The Commission believes, rather, that continuing reassessment and exploration, and not proselytizing for a specific format, are required if Canadian studies are to continue to be developed effectively. It was certainly never the intention of this Commission to formulate or prescribe rigid guidelines for a conformist or monolithic approach to Canadian studies, and nothing it has encountered in the course of its inquiries has suggested that it would be either possible or desirable to do so.

It is clear that no one approach to Canadian studies is uniformly applicable; nor is it desirable. Conditions within each university in Canada vary considerably, depending in part upon the age and size of the institution, upon the region in which it is located and the local community it directly serves, upon its academic traditions and upon the strengths and weaknesses of faculty and library resources. Consequently, the needs of each institution will also differ. Some will be best served by a formal programme of Canadian studies, while others will find non-designated clusters and informal combinations of courses relating to Canada more relevant to their circumstances. For some, independent rather than interdepartmental organization will be desirable, and for others the opposite will be true. Interdisciplinary or non-disciplinary courses may be useful at one institution, while another may have good reasons to retain the traditional disciplinary sub-divisions. All indications are that such variety is appropriate, and indeed necessary.

In addition to such purely practical considerations, the Commission is strongly of the opinion that the diversity characteristic of Canada's universities and colleges is one of the great assets of our system of higher education and one that distinguishes this system from that of many other countries. It would be unfortunate if, in Canadian studies or in other fields, our universities were to seek uniformity in their approach to educational matters. Thus, the Commission cannot support those who urged upon it the establishment of formally designated Canadian studies programmes at every university in Canada. Still less can it support those who recommended that such programmes should have identical structures and curricula.

Much has already been done by our universities and colleges to utilize formally designated Canadian studies programmes to develop the opportunities for study relating to this country. The Commission recommends that these efforts be continued as each institution explores its needs and its potential courses of action. In several cases it would appear that consolidation and refinement, rather than major new initiatives, are now in order to ensure that the programmes offered will be of the highest quality, and suited to the particular needs of the institutions concerned.

In conjunction with their review of curriculum, each university must also examine objectively the degree of openness and hospitality to the study of Canada within its various departments and disciplines. Indeed, this is perhaps as fundamental a concern as the more obvious questions about the extent of Canadian content in the curriculum. The degree of sensitivity and of receptivity to Canadian studies will shape the context in which any further decisions must be taken on whether or not formal Canadian studies programmes should be established or expanded. The Commission has kept this point in mind in its examination, in the pages that follow, of the place of Canadian studies in a number of selected disciplines.

Canadian Studies in Selected Disciplines

The Committee on Canadian Studies at one university in Western Canada urged this Commission to 'encourage the attitude within Canadian universities that the study of Canadian society and Canadian culture are valid academic pursuits and that the validity of Canadian content courses should be assumed'. The Commission on Canadian Studies shares these sentiments, provided that the courses concerned are of an appropriate academic standard, and it concurs, on the basis of its investigations, in the propriety of inviting Canada's universities and colleges to do likewise. Indeed, this is a principal aim of this *Report*.

To this end the Commission felt it would be useful to examine and discuss the current state of Canadian studies in a number of selected disciplines. It hoped, also, in this discussion to draw attention to the wide scope and many opportunities for the pursuit of Canadian studies that exist in each of these disciplines. The disciplines selected for discussion have been chosen on one or more of several grounds. In some instances they have been the focus of intense debate about whether or not reasonable attention is being given to Canadian problems and content in the university curriculum. In other instances teaching and research in the discipline concerned are already reflecting a thoughtful knowledge and awareness of the important Canadian dimensions of its subject matter. In part, too, the Commission's selection of disciplines for discussion was guided by the nature and extent of the information available to it. While few academic disciplines in Canada have made any serious examination of the extent or adequacy of the attention that their members are devoting to Canadian concerns, some have at least begun to do so. The Commission worked closely with appropriate bodies in these disciplines and drew upon their findings in support of its work. In its selection of disciplines for analysis and comment, the Commission also had in mind the fact that a number of them are widely regarded as being culturally sensitive, or particularly vulnerable, to domination by external values and influences. For this reason the disciplines examined here are drawn primarily from the humanities and the social sciences. However, the Commission's findings indicated that similar concerns are often applicable in other academic areas. It therefore examines these concerns in the context of science and technology, the professions, the study of Canadian higher education itself, and studies pertaining to the native peoples in subsequent chapters.

In dealing with such a broad range of disciplines, the Commission has been continually mindful of debate among academics regarding the very nature of their particular disciplines. The Commission is only too aware of the limitations of its knowledge in the various disciplines under review, and of the fact that it may understandably be viewed as a meddlesome outsider by scholars in these fields Nevertheless, it remains conscious of its obligation to offer, to the best of its ability, informed comment on the current state of Canadian studies, and to suggest some possible directions for future action. Sensitive judgement, based on the best available information, together with a degree of real and thoughtful commitment, will be required by those engaged in each discipline at each university in order to bring about changes that will be effective and appropriate to that discipline at that particular institution. In the Commisssion's view, changes are clearly desirable in the content and orientation of course offerings in most disciplines at most universities in order to give appropriate attention to the Canadian content and to the Canadian context of both teaching and research. Moreover, it is also clear that there will be increasing pressure upon the universities from many concerned students and faculty members, and from concerned members of the public, until such redress is effected. The following discussions are offered to suggest, discipline by discipline, the scope and dimension of some of the innovations and improvements that would enhance both study relating to Canada, and, ultimately, the ability of our universities to serve their communities and the nation.

Canadian Art History

Briefs to the Commission on Canadian Studies emphasized the relatively recent and still rather limited interest of Canadian universities in art history. It was only in the late 1930s, with the assistance of the Carnegie Corporation, that the first university departments of art history were established in this country. The study of Canadian art as a part of the university curriculum has been a still more recent phenomenon. Academic research and the publication of scholarly studies in this field have been similarly slow to develop. In spite of the efforts of a number of gifted scholars and teachers, and of groups like the Universities Art Association of Canada[2], which have assumed a responsibility to foster the scholarship of Canadian art, and the promising appearance of some new publications including the *Journal of Canadian Art History: Studies in Canadian Art, Architecture and the Decorative Arts*[3], the full development of Canadian art history studies and their integration into the university curriculum remain tasks for the future. The study of Canadian art history as an academic discipline is still in its infancy. There is some danger, in fact, that the child may be permanently retarded if it is not soon given more serious and sustained attention than it has so far received from universities and from the supporting agencies of Government.

The current situation was described by the director of one department of fine arts in realistic, if severe, terms:

> Most of our Canadian universities presently offer at least one or two undergraduate courses in the history of art. A few institutions, in fact, have quite elaborate art history programmes wherein students who are interested can study the art of Italy, France, Germany, Spain, China, the United States, or almost any other country you may care to mention. In this scheme of things the major exception is Canada, both nationally and provincially. Most schools do not deal at all with Canadian art in any depth, and at the present time there is almost no place where the serious student can undertake specialized and intensive studies in this field. There is probably no other country which has paid and still pays so little attention to the study, documentation, and practice of its own art and artists. In the light of necessity, it seems clear that this omission should be remedied as soon as possible, for there is no doubt that it has become a matter of both real and serious urgency.

In support of this view, the Commission's inquiries indicated that although virtually all institutions that have art history programmes now provide some opportunity for undergraduate studies in Canadian art history, none do so in a comprehensive way. Despite some attempts to remedy this situation, only a very few universities offer any substantial opportunity to study the history of Canadian art at the undergraduate level. The programme at the Université de Montréal is more extensive than most, containing four undergraduate courses, including Les arts coloniaux, L'iconographie de l'Indien du Canada dans la cartographie et les livres illustrés européens du XVIe au XVIII siécle, and Histoire de la peinture contemporaine canadienne. Most art history departments, which usually offer from twelve to thirty courses, list only one or two courses on Canadian art and/or architecture. Other courses with such general titles are The Art of North America and Canadian and American Art, which were frequently reported, also suggested some Canadian content. Among the quite limited number of more specialized courses available, in addition to those mentioned above, the Commission noted The Social History of Canadian Art offered at Queen's University. This course was described as a 'study of the changing forms of painting, sculpture, and architecture in Canada from colonial times to the present, within the context of social, political, and economic history . . .'. A similar course is available at Laurentian University of Sudbury. Courses such as Canadian Art and Canadian Sculpture and Architecture were reported at Carleton and Concordia (Sir George

Williams) universities, respectively, and both these and some other universities have shown a lively interest in the subject. It is, however, painfully clear that there is considerable scope for the expansion of undergraduate study of Canadian art history.

There is, moreover, evidence of substantial and increasing student interest in the study of Canadian art history. At Trent University, for example, a course on the history of art and architecture was introduced in 1973 as part of the Canadian Studies Programme. Enrolment was so large that additional seminars had to be scheduled. A similar response has been experienced by other universities that have experimented with such courses.

This interest in Canadian art is not confined to students in the fine arts. It is shared by many students in other academic fields, who would welcome an opportunity to learn more about their artistic heritage. Many students would also welcome an opportunity to study the inter-relation of Canadian art with social history, literature, economic and political events and other fields of activity. In planning programmes in the history of Canadian art, it is important to recognize the interest and needs both of those majoring in the fine arts and those enrolled in other fields. Such courses can play an important role in the study of Canadian social, cultural and intellectual affairs. Moreover, they provide rich and rewarding opportunities for comparative studies with the artistic and cultural history of other countries. This is an approach to Canadian studies that is vital to our self-understanding; more discussion is directed to it in the chapter on Canadian studies abroad.

The Commission noted with interest the activities of the Canadian Studies Group at the Ontario College of Art. A sense that students were not given adequate opportunity and encouragement to examine their country through visual expressions unique to Canada originally prompted the formation of this group. The Canadian Studies Group has fostered an artistic examination of such diverse topics as missionary activity, Canadian business, the 'vertical mosaic' of Canadian society, and the Canadian farm. The programme has recognized the intellectual and social importance, as well as the aesthetic value, of the work of Canadian artists.

Similarly, at the graduate level there is need, and opportunity, for more attention to Canadian art history. A survey of 'Present and Proposed Canadian Graduate Programmes in Art and Related Fields'[4] reported fifteen such programmes, some emphasizing studio work or conservation. Only seven of these programmes led to degrees in art history and none of these placed any special emphasis on Canadian art history. Fortunately, this need has been recognized by at least two or three institutions now seeking support for new graduate programmes in this field. A senior scholar at one of these institutions indicated to the Commission, in graphic terms, the reasons that he and his colleagues were pressing for the establishment of a graduate programme in Canadian art history:

> We felt that a real need exists for some university to concentrate on graduate art history in the Canadian area. This would serve as a basic training background for those wanting to enter the art gallery, museum, art criticism, mass media, teaching and other fields where they would work with Canadian content. Museums and art galleries seldom hire staff who have dealt with the Canadian sphere in more than a passing way in courses; in fact, much of their life will be spent with Canadian material. This country has produced scarcely a single critic of stature despite the fact that constructive criticism can play a real role in the advancement of art. The level of writing of most commercially produced books with Canadian art content is pedestrian in the extreme. There seems no excuse for a major Canadian gallery to hire a student from Texas to direct their art education programme. A major Canadian gallery recently published a catalogue of a Canadian exhibition which contained at least ten forgeries, and similar major mistakes can be pointed out in several galleries across the country. A convicted art forger of Canadian paintings disposed of $800,000 worth of fraudulent art works a few years ago because of an uninformed Canadian public. This traffic continues. On the wider sphere, Canadians need to know more about themselves. These are only a few of many reasons why we felt that this programme was a logical development.

The need for more research and graduate work in Canadian art history is also indicated by the remarkably small number of graduate theses that have so far been completed in this field. The Public Archives of Canada's *Register of Post-Graduate Dissertations in Progress in History and Related Subjects, No. 8, 1973*, lists a mere half dozen thesis titles on Canadian art. Similarly, the 'Fine Arts' section of *Canadian Theses/Thèses Canadiennes*, published by the National Library, for the five-year period 1965-70, gives little indication of graduate level activity in Canadian art history apart from several studies of the Group of Seven. Three interesting exceptions might be noted: W.W. Thom's 'The Fine Arts in Vancouver 1886-1930: an historical survey' (UBC, MA 1969); D.E. Walker's 'The Treatment of Nature in Canadian Art since the time of the Group of Seven' (UBC, MA 1969); and M.A. Halvarson's 'A Study of the Educational Programmes of Canadian Museums and Art Galleries' (Alberta, MEd., 1967).

Additional resources, both financial and material, are required to support teaching, research and publication in Canadian art history. It is now time for a major expansion of academic work in this field to meet the interest and need at both the undergraduate and graduate levels. Such a development is desirable also in terms of the broader public interest. To support this development the universities, Government agencies, and private institutions and donors will need to work together closely. Canadian art history is at this point only a partially explored area of studies in which extensive work must be done at all levels. Primary research is required into archival materials that have never been examined. The information available about many of our painters, sculptors, woodcarvers, craftsmen and architects is of a most superficial nature. The use of certain materials and themes, for example in folk art and in church art, has in many instances never been examined. Regional and community studies of art history have scacely been begun. Evaluative and interpretive studies in Canadian art are nearly non-existent. Familiarity has often caused us to overlook the study of treasures at hand and of indigenous artistic achievements.

With a few notable exceptions, it is only in recent years that a serious beginning has been made on the task of studying and documenting the work of artists in Canada, and of examining this work with the resources and techniques of scholarly criticism. Consequently, no extensive body of literature has yet been developed to assist students and teachers in the field of Canadian art history. Books of and on basic source documents are urgently needed, as are biographies, bibliographies and critical and historical studies. More financial support for research is, in turn, necessary to enable scholars to pursue this work. Funds for research in Canadian art history and criticism have been particularly limited. Without adequate grants, many talented teachers and researchers have been severely handicapped in, or prevented altogether from, carrying out the research required in this field.

Very little has been published on the bibliography of Canadian art and architecture. Indeed, the *Bibliography of Canadian Bibliographies* lists only sixteen items under art, artists, painting and related headings, and nothing at all under architecture.[5] Moreover, many of these works were compiled by library school students twenty, thirty or forty years ago and some of them are now unavailable. A more recent study indicates that, in total, only twenty-nine bibliographies have been compiled and published in the whole field of Canadian art and architecture, each of them limited to a narrow aspect of the subject.[6] No complete bibliography of the material already in print has ever been attempted. Such a comprehensive bibliography covering Canadian art and architecture would be tremendously helpful to those who are teaching, studying or conducting research in this important area of Canadian cultural life. Similarly, there is an immediate need for bibliographies of monographs, exhibition catalogues and periodical literature in this field. Bibliographies are indispensable tools of scholarship in art and architecture, as in other areas of study. The Commission urges the Canada Council, and other public and private donors, in consultation with the National Gallery and other appropriate bodies, to provide the financial support required to make possible the compilation of this basic information.

The problems for teachers and students arising from the lack of published materials in Canadian art history are compounded by the fact that only a few universities have assembled even partial collections of the materials that have been published. The long-term building of comprehensive library holdings is an indispensable step in the strengthening of Canadian art history studies. Those universities developing a concentration in this area must acquire as full a collection as possible of the book and periodical literature, as well as of catalogues and related published and unpublished materials. Every Canadian university should have available in its library at least a strong basic collection about the art of this country.

The Commission notes that this country has never set up a Canadian art archives that is truly national in its scope. The result has been twofold: first, the loss or destruction of much useful material that might have been preserved; second, the assembly in many different locations of often unrelated conglomerations of art manuscript material. The Commission recommends to the Department of the Secretary of State that a Canadian Art Archives be established under the joint auspices of the Public Archives of Canada and the National Gallery. The Commission also recommends that support be provided through the Department or its agencies for the preparation of an index to manuscript collections across the country. Such an index would be of great assistance to scholars and artists, and to writers, publishers, librarians and archivists. Support should also be provided for a systematic and sustained national programme to catalogue public collections of Canadian art. Such documentation is essential for study and research in Canadian art history.

Briefs to the Commission noted that the lack of representative slides of paintings, architectural monuments, sculpture and the decorative arts poses problems for students and teachers of Canadian art history. A few universities have developed slide collections that are comparatively adequate for undergraduate study; some public and private galleries have prepared slides of Canadian art that are for sale; and a very few public galleries have large loan collections that may be borrowed by university instructors. However, none of these arrangements provides students or researchers in the university context with an adequate opportunity to work, over extended periods of time, with fully representative collections of slides of Canadian art. Moreover, this *ad hoc* approach is wasteful of time, effort and money that could well be applied to other purposes. There is a strong argument in favour of the planning and prepartion of basic collections of representative slides of Canadian art in a nation-wide perspective. The planning and selection for these collections should be done by competent art historians and teachers, and the project conducted under the sponsorship of the Council of Ministers of Education and the Department of the Secretary of State. Basic collections of such materials should be developed for secondary school use; collections for undergraduate use should be expanded; and even more specialized collections should be arranged for post-graduate study at a number of locations. Representative collections of this kind would not, of course, adequately replace the value of direct access to the originals. None the less, they are a necessary complement to any effective programme of teaching and study in Canadian art history. Similarly, collections of both slides and the originals are vital to the study of handicrafts, folk arts, and design in the Canadian context. These and related points are discussed further in subsequent chapters dealing with the study and conservation of Canadian cultural property, archives, and audio-visual resources.

The Commission urges the universities and colleges of Canada to give much more attention to the study of Canadian art history and to the role that art plays as an interpreter of society. A better knowledge and understanding of the art of this country, in its many forms, is essential to our self-knowledge as Canadians. The Commission would emphasize that, in this area, the universities have an opportunity to make a significant contribution, and recommends that they do so.

Canadian Literature and Linguistics (English)

In an essay first published twenty-five years ago, Desmond Pacey discussed the responsibilities of the universities to Canadian literature. He noted that

> there are, however, two respects in which the universities have fallen short of their maximum potential service to our literature: they have been too reluctant to accord it a significant place in the formal undergraduate and post-graduate curriculum, and they have not performed adequately the function which they alone are fitted to perform, namely the scholarly investigation of our literary history.[7]

This assessment still holds true and the fact that it does is both a reproach and a challenge to our universities.

In surveys conducted in 1972-1973, which were updated in 1973-1974 and again in 1974-1975, the forty-nine departments of English literature that supplied information to this Commission reported that they offered approximately fourteen hundred undergraduate courses. Only 115, or about 8 per cent of these courses dealt directly in any substantial way with Canadian literature in English, whether prose, poetry or drama. A survey conducted by Professor Dawn Aspinall for the Committee for Resources in Canadian Literature of the Association of Canadian and Quebec Literature provides comparable figures with detailed commentary for the academic year 1973-1974.[8] The literature of French Canada, in translation, is sometimes included in the curricula of these departments; occasionally, such courses are taught by members of the department of French, but the credits are awarded by the department of English. At the time of its survey, the Commission found that approximately 11,700 students were enrolled in these 115 Canadian literature courses, constituting 13 per cent of the total enrolment in all courses offered by departments of English.

The number of courses offered in Canadian literature in English varied from institution to institution. However, with a few exceptions, such courses constituted a relatively constant proportion (6%-10%) of departmental offerings. This was generally true whether the university was Anglophone, Francophone, or bilingual. On the other hand, the proportion of students enrolled in Canadian literature courses, relative to the total numbers enrolled in all English literature courses, varied considerably. At bilingual institutions, 25 per cent of the students enrolled in courses offered by departments of English were in Canadian literature courses. This was significantly higher than the comparable levels of 12 per cent and 7 per cent found at English-language and French-language universities, respectively.

There have been suggestions that student interest in Canadian literature in English has been temporarily inflated, to reach even the modest levels indicated above, by factors that 'have little to do with the merit of that literature'. Among the explanations advanced to account for this increasing student interest were 'nationalistic enthusiasm' and the belief that 'Canlit is a soft option'. To the extent that such factors are significant – and there is some evidence to suggest they occasionally are – the Commission is disturbed: legitimate, indeed compelling, scholarly reasons exist for the study of Canadian literature.

The Commission does not intend to contribute to the debate on the relative literary merits of Canadian writing other than to suggest that academic evaluation might more properly follow than precede thorough study. No one who has observed this debate can fail to have noticed that those who would dismiss Canadian literature as a field unworthy of academic study have seldom made any serious study of it themselves. The Commission is prepared, however, to argue that there is now a substantial body of Canadian literature that merits such study for its own sake. Furthermore, the Commission wishes to emphasize that a thorough knowledge of Canadian literature is important, and even essential, to an understanding of Canada. 'It is obvious that Canadian literature, whatever its inherent merits, is an indispensable aid to the knowledge of Canada. It records what the Canadian imagination has reacted to, and it tells us things about this environment that nothing else will tell us.' The point is Northrop Frye's.[9] Similar observations have been made by Hugo McPherson:

> Our early literature is not of great account, and critics who have compared Carman with Shelley, or Lampman with Keats are doing exercises in fantasy. What is important, however, is that our literature is an accurate record of what Canadians felt and thought in those years, and we should know about it, however good or bad it was. We have become interested in our social history. We want to know something about Canadian cultural antecedents. We want a sense of ourselves . . . .[10]

It is in this context that Dr Claude Bissell has suggested that literature is near the heart of cultural history, which he defined as 'the study of the development of attitudes, sentiments, and ideas upon which we formulate the way we order our lives in society'. The cultural historian, he observed, is not interested in 'determining a scale of values, elevating a few and depressing the many'. Dr Bissell noted that three kinds of cultural history are now being written about this country. Historians use literature as documentation for ideas. In addition, literary scholars utilize their medium for cultural history in two other ways: 'the first an examination of the way in which the work of art deals with political and social events and ideas, a process that can illuminate both the work and the actual world; the second an examination of dominant themes and images in the literature that may be related to the political and social environment but that become dominating concepts in their own right, and have a generalizing and unifying effect across the whole range of national life'.[11]

Thus cultural historians, and to some degree scholars in a number of other disciplines, who often lack formal training in literature and literary inquiry, can and do make use of Canadian writing in such ways to bring new insights to their work. These academics, and their students, would benefit immensely from the increased participation in their work of specialists in Canadian literature. The fact that the assistance of scholars experienced in the field of Canadian literature would be helpful to teachers and researchers in many academic fields underlines the need for, and desirability of, transdisciplinary co-operation in Canadian studies.

The current level of Canadian studies content in the curricula of departments of English is the outcome of a relatively brief, and uneven, period of growth during which some of the values referred to above have been recognized and accepted in a number of departments. While the Commission welcomes the advances that are being made in expanding the opportunities for teaching and research in Canadian literature, it notes that further development of these opportunities is still needed in many areas of study and at many universities. This is true at both the undergraduate and post-graduate levels. At one large university, for example, of forty-one full courses offered, only two deal specifically with Canadian literature. Of the thirty-six half-courses offered at the same university, only two are concerned with Canadian literature.

Neglect of Canadian literature has been particularly pronounced at the post-graduate level, where a number of the long-established universities seem to have made it almost a point of honour to avoid offering courses in this field. One university, which has been offering over sixty graduate courses for several years, included only one course in Canadian literature among them. Recently, largely in response to pressure from students and younger faculty members, a second course has been added and consideration is now being given to a third. Similarly, until just a year ago, another university was offering some forty graduate courses without including even one option in Canadian literature. Still another university was offering nearly thirty graduate courses, none of which dealt with Canadian literature. In each of these cases, there has been some slight improvement in response to student, faculty and public pressure. However, at another large university, with a well-established graduate programme, there are still only two courses offered in Canadian literature and only one doctorate has been awarded in this field in the last three years.

The neglect of graduate studies in Canadian literature during the great period of university expansion in the 1960s can also be determined from an examination of the annual volumes of *Canadian Theses/Thèses canadiennes*, which the National Library of Canada began to publish on a regular basis in 1960. These volumes list all theses, at both the Master of Arts and doctorate levels, accepted by Canadian universities. The relevant information is summarized in the following table, which lists the number of theses accepted in the four literary areas in the ten academic years from 1960-1961 to 1969-1970. In each of the four columns the first figure is the number of universities accepting theses in that area. The second figure is the total number of theses accepted, and it is followed, in parentheses, by the number of those which were doctoral theses.

Academic Year	Theses in Canadian Literature	Theses in Br. & Amer. Literature	Theses in French Literature	Theses in Comparative Literature and other Literatures
1960-61	7 : 26(5)	16 : 81(17)	8 : 36(7)	11 : 38(9)
1961-62	6 : 16(1)	12 : 62(7)	8 : 36(2)	5 : 32(7)
1962-63	8 : 21(2)	18 : 86(10)	11 : 44(3)	13 : 31(5)
1963-64	7 : 26(1)	16 : 111(7)	10 : 48(6)	8 : 44(7)
1964-65	9 : 23(3)	19 : 110(16)	10 : 45(6)	13 : 65(8)
965-66	9 : 30(4)	19 : 147(13)	12 : 47(11)	12 : 68(9)
966-67	14 : 29(2)	17 : 157(15)	14 : 73(11)	12 : 71(7)
967-68	13 : 27(2)	22 : 177(21)	15 : 86(5)	16 : 86(9)
968-69	15 : 42(3)	24 : 193(24)	17 : 80(15)	19 : 116(17)
969-70	20 : 58(6)	27 : 249(41)	16 : 105(17)	17 : 90(13)

The table makes obvious that the post-graduate study of Canadian literature during the 1960s did not keep pace with the expansion of graduate studies in other fields of literature, which took place as a part of the general university expansion throughout that decade. While the number of theses accepted in the field of English literature nearly trebled, the number in Canadian literature barely doubled. Moreover, there was very little increase in the number of doctoral degrees awarded in Canadian literature in English, although the doctorate is often a prerequisite for a university teaching appointment. Five doctoral degrees in Canadian literature were granted in 1960-1961: that figure was not surpassed until 1969-1970, although the number of doctorates conferred by Canadian universities in other fields of English literature doubled during the same period.

A more detailed examination of *Canadian Theses/Thèses canadiennes* reveals that most of the graduate work done in Canadian literature was conducted at a relatively small number of universities. Amongst these, it is perhaps not out of place to note, in particular, the remarkable contribution made by the University of New Brunswick. It may also not be out of place to note that, in general, the universities of Ontario did not make a contribution that was, by any stretch of the imagination, in keeping with their size and resources. Indeed, as one brief commented, their neglect with the exception of work done at two or three institutions, 'amounts to an almost complete abdication of the responsibility to support serious research in the field of Canadian literature'.

Almost from the beginning of its investigation, the Commission received briefs and correspondence from faculty members in departments of English at many universities suggesting that the general attitude and atmosphere prevailing in some departments toward the study of Canadian literature was unfavourable. It was repeatedly reported to the Commission that some scholars have experienced great difficulty in gaining departmental approval to introduce new Canadian literature courses, or even to inject appropriate Canadian works into such existing courses as The Modern Novel or Children's Literature in English. In some departments, the Commission was told, curriculum and planning committees have been dominated by non-Canadians who either were not interested in Canadian literature or made it evident that they regarded it as unworthy of serious study. In doing so, they often revealed in their attitude a humanistic equivalent of economic continentalism. Other instances were cited where senior Canadian scholars also indicated to younger members of the faculty that attempts to emphasize Canadian literature in their courses or to develop additional competence in this field would be detrimental to their prospects for advancement within the profession. Several scholars (particularly, but not exclusively, younger ones) remarked that their personal interest in Canadian literature was actively discouraged by such pressure from their colleagues. Graduate students cited similar experiences.

The Commission's inquiries did bear out the charge that students who want to study Canadian literature, and faculty members who want to teach it, are often given little encouragement to do so. Beyond this, it also seems clear that on many occasions they have been actively discouraged, or even warned away, from pursuing their interest in this field. It does indeed appear to be true, as one correspondent suggested, that 'until very recently, in most institutions, Canadian literature has been denigrated . . . as a swamp into which a serious scholar ventured at his (economic) peril'. Briefs and other representations to the Commission frequently related this situation to the high proportion of non-Canadian faculty and, further, to the fact that non-Canadians often hold senior positions in some departments of English literature. One correspondent reported, for example, that 'a Canadian teaching in this department is likely to find himself obliged to speak defensively and apologetically about his own country and culture'. Another commented that 'in this department the administrative power rests with Americans who are often unsympathetic to Canadian interests and contemptuous of Canadian culture'. Another noted that over half the members of his department were non-Canadians and that of the five major standing committees of the department the chairman of only one was a citizen of this country. Consequently, when the department undertook a revision of its curriculum, the committee that was responsible did not have a single Canadian on it.

> Canadian literature, therefore, seemed to be a non-issue. There was already one course taught; that was enough. It was only by long arguing, often with nationalistic prejudices being aired, with a great deal of bitterness being generated, that another Canadian literature course was forced into the curriculum.

Questions relating to faculty citizenship are explored further in a subsequent chapter of this *Report*. However, it is necessary to note here the extent of the feelings and tensions that have been aroused by these questions among many of those who teach and study in the field of Canadian literature. On a number of occasions the Commission was asked to mediate situations that threatened to erupt into destructive battles, and in several instances, with the permission or at the request of those involved, the Commission drew to the attention of university administrations problems of which they were unaware.

Rightly or wrongly, many young faculty members feel that their chances of employment, of tenure and of promotion will all be jeopardized if they push too hard or too openly for an expansion of teaching and research in Canadian literature. This fear is also shared by many promising post-graduate students. The Commission is deeply concerned by the extent to which this view is held. Moreover, it seems beyond reasonable doubt that there has been at least some foundation for such a fear in some instances. The Commission draws this situation to the attention fo the university community, as a matter requiring serious and sensitive examination at many institutions and often in many other departments in addition to English literature.

The Commission was also disturbed to find evidence to support the contention that some recently-developed courses in Canadian literature have been little more than superficial surveys of the field, sometimes designed hastily in response to a student interest that had not been anticipated and was not conspicuously welcome. In a number of instances, it was clear that such courses were 'acceptable' to the department concerned only because they could not be avoided. With the growing number of high schools now offering courses in Canadian literature, the inadequacy of survey courses as the only or principal approach to the teaching of this subject at the university level should be self-evident. Such courses, by themselves, are certainly an insufficient preparation for graduate study in Canadian literature and yet that is the extent of the opportunity now available to many interested and promising undergraduates who wish to pursue studies in this field at the post-graduate level.

On the other hand, the Commission has noted several innovative curricula proposals in Canadian literature that have been implemented recently at several universities. These include a number of more specialized undergraduate courses, for example, Western Canadian Literature, Quebec Literature in English: Montreal Novels, Commonwealth Literature: Canada-Australia, and The Literature of Atlantic Canada.

To accelerate curriculum development in this field and to promote the effective exchange of ideas about the teaching of Canadian literature in English, the Commission recommends that a series of regional workshops be held to bring together interested faculty. Workshops of this nature should be preceded by the publication and distribution, simply in mimeographed form, of existing course outlines and reading lists, in order that the information contained therein may be readily available for discussion. Serious consideration should also be given to the possibility of formulating and financing faculty exchange programmes to enable members of staff to broaden their experience and to develop associations with scholars and writers in other parts of the country. Such faculty exchange programmes would have the added benefit of providing students with more opportunities to study under teachers with a variety of views and interests in this field.

Several briefs to the Commission discussed the role of comparative literary studies in which Canadian literature in both English and French are examined. One correspondent suggested that the linguistic and departmental division of writing and scholarship in Canada may in part have been responsible for the limited emphasis on Canadian literature in the curriculum:

> The study of literary texts is normally divided among departments on linguistic lines, so that the study of Canadian literature is divided between two departments, English and French, in neither as a major interest. Some attempts have been made to co-ordinate the study of Canadian literature in both English and French, such as the Canadian Institute at Carleton University and the comparative Canadian literature programme at the University of Sherbrooke, but these are obviously not the whole answer.

The Commission commends such efforts to co-ordinate the study of Canadian literature in English and French, and urges that consideration be given at all universities to the need for such co-ordination in the teaching of Canadian literature. This is an excellent example of one way in which the university can respond creatively to the academic richness inherent in the diversity of this country. Although some measures need to be taken to provide suitable translations for use in comparative literature programmes, students should be given every encouragement to develop their own language skills to enable them to read original works and criticism in either of Canada's official languages.

With an eye on the bilingual nature of Canadian literature as well as the past neglect of this subject, it was suggested to the Commission that the time has come for a major innovation: the opening at each university of 'a department of Canadian literature, designed to ensure a full and creative scholarly examination, conservation, and re-interpretation of the literature of this country'. While the Commission is not prepared to make such a recommendation, it believes that the suggestion has merit. It therefore urges that one or two universities give consideration to the possibility of establishing such a department or programme on an experimental basis.

One factor that, in the past, has hampered the teaching of courses in Canadian literature in English has been the lack of suitable materials and tools for its study. Many readers will be familiar with the observations of Professor Carl F. Klinck, in his introduction to *The Literary History of Canada: Canadian Literature in English*:

> The programme for basic research into the literature in English which led to this book has taken six years to complete and has been carried out by many hands. From the beginning, the task of survey and assessment was seen to be beyond the scope of any one man . . . Canadian literary history and criticism (in English) has been provided with a much narrower base of authenticated information. The amount of primary research needed to establish a foundation for this work, especially with reference to all periods before 1920, has been unusually large for a subject of such national significance.[12]

Since the publication of this study a decade ago, the number of critical works and thematic analyses available has increased substantially, and a revised edition of the volume is now in preparation. Nevertheless, a very considerable effort and more financial support are still required to provide the resources needed to allow students of Canadian literature in English to explore their interests as fully as possible. As one of the leading scholars in the field has suggested:

> So far we have done the easy things – the impressionistic critical essays, the tracing of image patterns, the exploration of dominant themes. Virtually all the hard scholarly labour – biographical and bibliographical research, the editing of texts, manuscripts and letters – remains to be done. The last two decades have seen a great upsurge in interest in Canadian literature, but so far this interest has not drawn forth anything like an appropriate measure of scholarly response. Perhaps Canadian literature has come of age in the post-war period, but Canadian literary scholarship is still in a state of juvenility. I shall know that our literary scholarship has reached maturity wnen definitive biographies and definitive editions begin to roll from the presses, and I hope and predict that this will happen in the next quarter century.[13]

The current shortcomings in the supportive material for the study of Canadian literature are being offset in several ways. One means used to supplement institutional academic resources is to rely on the author's lecture circuit; another is to sponsor the visiting author-in-residence. Useful as these and similar arrangements may be in the short term, and as a supplement, they do not constitute in themselves a very satisfactory method of studying the broad field of Canadian literature. An analogous phenomenon, apparently developing at some universities, is the tendency to encourage graduate students in Canadian literature to choose only recent and contemporary writers as subjects for their theses. Such a restrictive emphasis may not effectively utilize the limited energy now available in the field nor provide a satisfactory perspective for a proper understanding of Canadian literature in English. The Commission hopes that in existing graduate programmes in Canadian literature, and in the development of such new programmes as have been proposed, for example at Carleton (PhD), Sherbrooke (PhD), and Western (MA), problems of this nature will be given increased attention. In particular, the Commission urges consideration of the recommendation of the recent National Conference on the State of Canadian Bibliography that graduate departments of English in Canadian universities accept and encourage bibliographic studies in Canadian literature as thesis topics.

As one participant in the National Conference noted of the present state and future requirements of Canadian bibliography, 'For the field of Canadian literature in English one can say that while a great deal of work has been done there is a virtually endless list of projects to be initiated and completed'.[14] No Canadian author writing in English has yet received full descriptive bibliographical treatment. In fact, there is an almost complete absence of author bibliographies.

However, even more remarkable than the neglect of author bibliographies has been the neglect of the work of Canadian authors by our university departments of English. Those teachers of English literature who look so strenuously down their noses at Canadian literature while preaching the American novel should perhaps be reminded that courses in American literature were also once treated as a joke. So indeed were the first courses about the English novel.

Turning from literary studies to linguistics, as a discipline, the Commission was dismayed to discover how few students are being introduced to this subject. As one correspondent lamented, 'I do think it incredible that students can go through most Canadian universities even up to the doctorate without knowing anything about Canadian English'. The publication in 1967 of *A Dictionary of Canadianisms on Historical Principles*, and subsequently of *A Concise Dictionary of Canadianisms*, were important steps in drawing attention and support to a major and neglected area of research and teaching. As Professor M.H. Scargill remarked in the preface to the latter volume, 'Canadian schools and universities are now seeing in our distinctive Canadian vocabulary a record of the history and sources of their culture'.[15] It is not a moment too soon. Canadians have been slow to recognize the substantial distinctiveness of their English language and to realize how much the study of linguistics can tell us about ourselves.

> The vocabulary distinctive of Canada has developed along lines characteristic of linguistic groups which become separated from their motherland through emigration to distant and strange shores. The stock of words brought with these emigrants will change as they come into close contact with speakers of other languages as they encounter novelties of animal life, vegetation and topography, as they adopt or devise different ways of coping with their new environment, and as they work out new ways of organizing their political, economic and social life.[16]

Professor Scargill's recent book on *Modern Canadian English Usage*, a study of linguistic change and reconstruction based upon the survey of Canadian English undertaken by the Canadian Council of Teachers of English, illustrates the changes that are occurring from one generation to another in the forms of English usage in this country.[17] This and other studies, for example, the scholarly publications emanating from the Departments of English, Folklore, and Linguistics at Memorial University, indicate also the importance of regional language studies in Canada. There is, as well, much work to be done in the comparative study of Canadian English, Australian English, British English, American English and other forms of English.

Course offerings in Canadian linguistics were reported to the Commission by only half a dozen of the more than sixty universities and colleges of Canada. The Commission wishes to draw attention to the opportunity, and need, for more teaching and research in this significant area of Canadian studies. The science of linguistics, with its important advances in methodology and techniques in the computer era, can contribute greatly to research in a number of disciplines, as well as to academic work in many transdisciplinary areas. Its value for Canadian studies, given Canada's distinctive linguistic heritage and diverse cultural composition, should be readily apparent.

Canadian Literature and Linguistics (French)

The long-standing and often notable tradition of *belles-lettres* in French-speaking Canada has produced a very substantial body of literature that merits study, both for its intrinsic worth and for the important contribution it can make to an understanding of this country. Moreover, this older and continuing tradition of Canadian literature in French has been greatly enlarged in scope and depth by the tremendous increase in the production of literary works in Quebec since 1960. The past decade alone has seen an approximate tripling in the rate of appearance of new titles. This expansion in the volume and range of Canadian literature in French has at once reflected and stimulated a new self-awareness amongst French-speaking Canadians and an increasing interest in the literature of French Canada among other Canadians and people elsewhere. The Commission found understandable concern, among French-speaking and English-speaking Canadians alike, that adequate attention should be devoted at our universities, in both tongues, to the study of this significant and rapidly growing body of literature. In particular, it was widely recognized that one cannot understand a people or a society without having some minimal level of knowledge of its literature and language.

In a subsequent section of this chapter, dealing with the needs and opportunities for the study of Canada's official languages, the Commission makes extensive recommendations for a national programme designed to promote a working proficiency in our two official languages at the university level. These recommendations deal with such matters as faculty and student exchanges; summer language programmes; fellowships, scholarships, bursaries and travel grants; curriculum content and requirements; teacher education; language research; post-graduate studies; special projects; institutional bilingualism; adult education; the needs of minority-language education and second-language instruction in both universities and community colleges; and the broad topic of federal-provincial co-operation to support bilingualism in post-secondary education. Other, often related, recommendations are also put forward in another section of the chapter dealing with interpretation and translation. Many of these recommendations relate closely to the study of Canadian literature and linguistics in French. For the sake of brevity they are not repeated here and it is hoped that readers will refer to the sections mentioned.

The growing interest in Canadian literature in French is reflected in the steady rise in the number of universities and colleges offering courses in this field. A survey made in 1970 found that such courses were offered at thirty-five universities in Canada.[18] In 1972-1973 fifty-two institutions reported such courses in their undergraduate curricula. In 1974-1975 almost every university in Canada offered courses in Canadian literature in French. Moreover, the Commission's findings revealed that the proportion of courses dealing with Canadian literature offered by departments of French is more than double the proportion of courses dealing with Canadian literature offered by departments of English. Approximately 17 per cent of the literature courses offered by departments of French are Canadian-oriented, whereas only some 8 per cent of the courses offered by departments of English are concerned directly with Canadian literature. In departments of French at Francophone and bilingual universities, the proportions are 24 per cent and 31 per cent, respectively. Although this figure drops to about 13 per cent at Anglophone universities, this is still well above the proportion of courses concerned with Canadian literature offered in departments of English.

The work of a few universities, in some instances extending back over many years, is largely responsible for the fact that a substantial foundation has now been laid for the study of Canadian literature in French at the post-secondary level. The extensive and pioneering work done in this field at the University of Ottawa may fairly be said to deserve particular notice. The early tradition of interest and scholarship in French-Canadian studies at that University found lasting expession in the work of Fr Le Jeune (1857-1935), which culminated in the publication of his monumental *Dictionnaire général de biographie, histoire, littérature, agriculture, commerce, industrie et des arts, sciences moeurs, coutumes, institutions politiques et religieuses du Canada*, deux vols. (Ottawa 1933). This interest led, in due course, to the establishment of the Centre de recherche en civilisation canadienne-française. The Centre has provided a focus for research and writing about Canadian literature in French that has generated and supported activity throughout many other elements of the Canadian academic community. The inspiring collection of studies issued by the Centre under the series title *Archives des lettres canadiennes*, for example, has been indicative of the new spirit of French-Canadian literary scholarship and lent authority to academic work in this field.[19]

It was hoped that a number of undergraduate and graduate courses would grow out of, and complement, the research efforts of the Centre, and this has indeed happened. Seventeen of the fifty-seven courses now offered by the Département des lettres françaises at the University of Ottawa are related to French-Canadian literature.

Based upon the efforts of Camille Roy, Emile Chartier and others, a similar expansion of the study of Canadian literature and linguistics in French has occurred at Université Laval, Université de Montréal and elsewhere. There has been, for example, a notable development in the comparative study of English-Canadian and French-Canadian literature at Université de Sherbrooke, and Université de Moncton and Laurentian University have developed some emphases on Acadian and Franco-Ontarian literature, respectively.

While the University of Toronto has not been conspicous for its attention to Canadian literature in French, with the exception of the work of a very few distinguished scholars, the *University of Toronto Quarterly* has published annually, since 1937, a French section of 'Letters in Canada', which is the longest continuously published annual survey of French-Canadian writing. At McGill University nearly one-quarter of the course offerings in the Department of French have dealt with Canadian literature in French and the work of the Department has been complemented by the activities of the French Canada Studies Programme, which has offered courses in such subjects as the Cultural History of Quebec, Books and Quebec Society, and Comparative Francophone Literature of Quebec, the Antilles, and Africa. The French Canada Studies Programme has also fostered extensive research in literary studies and criticism, and sponsored or participated in conferences and colloquia about Canadian literature in French. One-third of the courses in French literature at the University of Regina have for some time been concerned with the literature of French Canada and, more recently, about one-quarter of the courses offered at Glendon College of York University have shared this emphasis, as have a strong proportion of such courses at the University of Windsor. The University of Alberta has also created a strong programme in French-Canadian language and literature, which is contained within the Department of Romance Languages but separate from French language and literature. From being an almost despised marginal subject, Canadian literature in French has now found a respected place in the curriculum of many Francophone and Anglophone universities across Canada.

The Commission also noted that more space is being devoted to French-Canadian literature in both new and old periodicals; books and theses in this field are more frequent; bibliographies are more extensive and reliable. Library collections dealing with the subject are strong at several universities, and are at least passably serviceable at half a dozen more. In teaching, in research and in publication there has been a steady, substantial and scholarly development in the attention given to Canadian literature in French by the university community in recent years.

However, it would be wrong to conclude from this review of some favourable developments that adequate attention is now being given to the study of Canadian literature in French. First, most of these developments are of comparatively recent origin. As one scholar noted, as late as 1968, the field of French-Canadian letters was 'un champ à explorer, négligé un peu partout au Canada, même au Québec'.[20] Consequently, much remains to be done in the development of appropriate curricula, as well as in research, publication and the preparation of teaching materials.

Second, despite the developments noted above, most universities are still giving this subject less than the attention it deserves in their undergraduate curriculum; post-graduate work in the field is still very limited; and many scholars can find little support or encouragement to pursue their research interests in this academic area. Indeed, one recent critique of the state of French-Canadian studies concluded that 'the present average of French-Canadian offerings in French departments of English-Canadian universities is a disgrace'.[21] The continuing apparent indifference of some of even the major Canadian universities to French-Canadian literature lends substance to this charge. A large university in the Maritimes, for example, includes only one undergraduate course in French-Canadian literature among the twenty-five it offers in French literature. In Central Canada four universities with extensive programmes in French literature include in them only a small proportion of courses dealing with the literature of French-Canada: four out of forty-five, five out of fifty-two, four out of forty-three and three out of twenty-seven. Similarly, in Western Canada three of the universities with substantial programmes in French literature include in them few courses in French-Canadian literature: one out of twenty-two, two out of twenty-two, and two out of twenty-seven. Moreover, in many instances these courses are restricted to students in the honours programme or in senior years, with the result that many students have only a limited opportunity, or none at all, to take courses in this field. Beyond this, the Commission encountered a number of situations in which students were evidently being discouraged from pursuing their interest in the literature of French-Canada on the grounds that it was not worth serious attention. The arguments used by some faculty members to support this view closely parallel those used to discourage students from enrolling in courses in the literature of English-speaking Canada.

Student interest in the literature of French-Canada has, indeed, often outpaced the interest of faculty members in this subject and their willingness or ability to provide undergraduate courses or graduate supervision in the field. Even when there is a real wish on the part of a department of French to come to grips with the need for relevant and academically sound course offerings in Canadian studies, there are major difficulties to be overcome. Some of these difficulties were frankly noted in the brief submitted to the Commission by one department:

> Many of our efforts have already led to great disappointments, which have been doubly frustrating because of the time urgency which clearly exists. Our major problems seem to be threefold. There is first a shortage of money. Without adequate budget provisions from the University our program cannot remain viable. The constant threat of further cutbacks is extremely demoralizing, particularly since the numbers of students interested in French and Canadian studies are not declining. Money for special projects, if such could be made available, would allow us to do research in the effective development of courses and programs. Our second major constraint is imposed by administrative officials, whether at the university or provincial level. The time lost in meeting bureaucratic requirements, playing politics and trying to overcome blanket embargos such as that imposed on all graduate studies in French could be better utilized in a constructive way. In the present Canadian situation it is most unfortunate that officials are not, instead, encouraging study and dialogue to achieve greater understanding of the French fact. Our third difficulty is one of space, space to bring together people and materials in a creative and constructive way.

The status of courses in French-Canadian literature appears to be, in the words of one brief, 'extremely delicate' at several universities because of present or proposed cut-backs in faculty. The brief noted that at one university 'three faculty members whose contracts were not renewed this spring, due solely to budgetary restrictions, are active in the French-Canadian area', and that

> instructors in Canadian Studies are particularly vulnerable to this kind of short-sighted financial logic, since general interest in Canadian material is fairly recent and many of those involved in research are young and unestablished. As universities are forced to control faculty numbers these young scholars are the first to be sacrificed.

The Commission's own inquiries confirmed the suggestion that promising younger scholars with a special interst in Canadian literature in French have in several instances been let go and their courses discontinued. In other instances the rumoured possibility that this would occur has had a disheartening effect on their teaching and research work. A policy of laying-off young scholars with a competence in this or any other area of Canadian studies is not in the best interest of the Canadian community or of the universities. It will widen the gap between the universities and their society, discouraging promising teachers from developing their scholarly interest in Canada and deny to Canadian students the opportunity to study their own country.

Far from cut-backs, or threats of cut-backs, in the teaching of French-Canadian literature, more opportunities for study in this field are required. The Commission draws attention to the need for a considerable expansion in the attention given to French-Canadian studies in the curriculum of departments of French at most Canadian universities. This might well be accompanied by the introduction of more offerings relating to French Canada in other departments, such as political science, history and sociology. An interdisciplinary approach to the study of French Canada, in which an examination of Canadian literature in French plays a key part, will often be appropriate. Whether offered within the department of French alone, or on an interdisciplinary basis involving several departments, courses in the literature of French Canada should be placed in the broad context of a study of the civilization and thought of French-Canadian society.

The Commission wishes, however, to caution against the introduction of superficial civilization-type courses, whipped upon short notice, with little thought, to meet a popular demand. Pressure to respond to an awakening public interest, and to rumblings of conscience about past neglect, by the establishment of light-weight, token civilization courses can be strong, and, unfortunately, they have not always been successfully resisted. The development of a genuine knowledge and understanding of Canadian literature in French and of the historic civilization of French-Canada will not be achieved by a superficial approach. It may, indeed, be made more difficult by it. As one brief observed, 'What must be avoided is the five-and-dime-store specialist who, because he has read a few of the latest novels in French-Canada literature and has, for the last four or five years, taken an interest in the not-so-quiet revolution, and has a fairly good collection of chansonnier records, now thinks himself to be a specialist in Quebec affairs'. The literature and civilization of French-speaking Canada merit serious and sustained academic study, in programmes of teaching and research that have been carefully considered and prepared.

For the most part, this points to the need for universities to develop their course offerings in Canadian literature in French with painstaking thoroughness and integrity, placing academic brick on academic brick, in order to build a programme within the framework of department and institution that will command confidence and respect. However, some universities should seize the opportunity presented by a growing awareness of themselves and of their heritage among Canadians to develop radically new programmes in the study of French-Canadian literature and civilization. Administrative structures, for example, should be made flexible to encourage co-operation between different departments and faculties and to allow students to cross traditionally disciplinary boundaries as they work towards a degree in this field.

Traditional methods of presentation will often be unsuited to the teaching of French-Canadian literature and civilization because so much of the material is not readily available, or has not yet 'solidified' into published books and articles or appeared in textbook form. Much of the instructor's time and effort must, therefore, be directed to developing courses and collecting material to be used in place of the traditional textbook. Unfortunately, as the brief from one department of French reported, this fact has often gone unrecognized:

> Despite protestations to the contrary, universities continue to reward research and publication done in the traditional manner, with no allowance made for new needs. Too often time spent preparing scripts for language laboratory tapes or brochures for classroom use, seeking out relevant articles, poems, songs or films, all of which does not figure on one's *curriculum vitae*, is seen by those evaluating a faculty member's contribution to university life as being of negligible significance. The development of such course material will often lead to the publication of a textbook. However, before the usefulness of the time invested is recognized, long periods of experimentation are usually necessary.

The Commission urges that the need to assemble and make use of diverse teaching materials to support the study of French-Canadian literature and civilization, and to illustrate French as a language of Canada, be more adequately recognized, both by universities and by granting agencies. Historical and contemporary material such as newspapers, journal and magazine articles, books of topical interest, pamphlets, brochures, political documents, audio-visual resources and art and artifacts, as well as major literary works, will all contribute usefully to knowledge and understanding of the subject. Unfortunately, several departments of French have been forced to defer, or to drop altogether, plans for courses making use of such material because of lack of money, or scepticism about their value on the part of colleagues in other departments or in the university administration.

There is clearly a need for more translations, both of French-Canadian literature into English and of English-Canadian literature into French. This point is developed in subsequent sections of the chapter dealing with interpretation and translation and with the needs and opportunities of post-secondary bilingualism. It may be appropriate here, however, to emphasize the importance of quality in such translations and to note that the translation of literary works at a high standard is both an art in itself and extraordinarily difficult and demanding work. Inaccurate or insensitive translation can do grave injustice to the original and the products of poor work in translation should not be used for educational purposes. Given the need for translations of many current and earlier Canadian literary works, the Commission recommends that universities and donor agencies extend more encouragement and support to this activity and that its public service and academic value be more fully recognized.

Many departments of both French and English could make greater use of literary works in translation, by introducing or expanding upon courses of French-Canadian, or English-Canadian, literature in translation. Consideration should also be given to courses for students who are not majoring in French in which, for example, the literature of French Canada is read in the original French, but taught in English with the assignments also being done in English. Courses of this kind will often be of particular interest and assistance to students of English literature, of history, of politics and sociology, and to others with an interest in comparative studies. A number of universities have already developed such courses with favourable results, and the Commission commends this approach to the attention of other institutions.

In these and other aspects of their work there will be frequent situations in which departments of French and English have much to gain by working closely together in planning curriculum, assembling or developing teaching materials, recruiting faculty and conducting classes. At the post-graduate level there is room for at least a number of universities to establish a master of arts programme in Canadian literature, offered jointly by the departments of French and English. The Commission was disappointed to learn that plans for such a programme were recently shelved at one university for financial and administrative reasons. The proposed programme, which had been carefully developed through consultation within and between the departments of English and French, was to include courses taken in each of the departments, as well as a course in civilization to be given jointly by the two departments.

The need for much more extensive exchange programmes in Canada at the university level, for both students and faculty, has been pointed out elsewhere in this *Report*. The particular importance of such exchanges for those engaged in the study of Canadian literature in French and in English should be underlined here. The Commission believes that it should be a requirement for English-speaking students majoring in French to spend a year at a Francophone university and, similarly, for French-speaking students majoring in English to spend a year at an Anglophone university. Funding to make possible this and other related developments should be provided through federal-provincial agreement to support a national approach to the study of Canada's two official languages at the post-secondary level. Proposals for a substantial national programme to promote a working proficiency among university graduates in both official languages are outlined in the section of this chapter dealing with needs and opportunities for the study of Canada's official languages at the university level. The distance still to be travelled to attain this goal is indicated by the fact, for example, that it was only in 1974 that the French department at one large Anglophone university, with a strong French literature programme, at last reached the point of even recommending to its students that they take the third year of their programme at a Francophone university. Moreover, as the department observed to the Commission,

> 'Although such a programme promises to provide the student with invaluable knowledge and experience, the actual implementation of it is working to the financial disadvantage of both the individual student and the Department of French. Administrative logic, instead of facilitating work in the area of Canadian studies, is actually causing further difficulties . . . The bureaucratic stumbling blocks ahead of us are one more example of the difficulties involved in making offerings relevant to the Canadian scene . . . and pose very fundamental questions regarding the attitudes of provincial authorities to the study of French. No doubt they wish to assure the quality of programmes and to avoid duplication. Yet the results of current policies suggest priorities do not lie in encouraging bilingualism and promoting understanding of the French in Canada.

The Commission was glad to find that the desirability of attracting French-Canadian scholars to teach at Anglophone universities is at last being recognized by academic and public officials. For example, one university president from Ontario acknowledged that 'there should be greater attention paid to both a French-Canadian presence in our French department and (to) offerings in the field of French-Canadian language and literature'. However, he also acknowledged a disinclination on the part of many of his colleagues to pursue this objective with any great perseverance. Even the presence of French-Canadian scholars will not guarantee that more or better attention is paid to the literature and language of French Canada. As another university president reported, with regret, the department of French at his institution included four Francophone Canadians, 'yet it has done no work on the local French whatsoever.' The Commission found that similar situations exist at a surprising number of Anglophone universities.

English-language universities reported considerable difficulty in overcoming the understandable reluctance of French-speaking scholars to leave a Francophone or bilingual academic milieu. The Commission notes that sometimes this reflects the failure of the Anglophone universities themselves to provide a receptive atmosphere or suitable facilities for such persons. Moreover, faculty exchange programmes designed to facilitate the development at Anglophone universities of a French-Canadian presence in literature and language studies do not seem to have had a very high academic or budgetary priority. The Commission believes that a special effort is required to create a hospitable climate for French-speaking Canadians at the English-language universities of this country, and that programmes to achieve this objective should be given a high priority.

As indicated in the chapter on Canadian studies abroad, there is also a substantial and growing interest in Canadian literature in both French and English outside Canada. Hence, consideration should also be given to additional international exchange programmes in the field of Canadian literature.

Faculty and student exchanges among those pursuing the study of French-Canadian language and literature will do much to facilitate the development of a fuller bilingual competence at the university level, and the Commission has stressed elsewhere the need for a national programme to promote a working proficiency in our two official languages at post-secondary institutions. It is important, however, that the desirable goal of a more widespread oral bilingualism should not be pursued at the cost of a deterioration in the study and comprehension of the literature and written language of French Canada. This need not be the case. The objectives of increased oral fluency and of an expanded knowledge of Canadian literature in French must be kept in balance and pursued together. Unfortunately, there is some evidence that recent progress in the expansion of verbal competence has been accompanied by a decline in the ability to read and write French. As the chairman of a department of French at one Anglophone university noted, 'Ten years ago it was frequently alleged, and usually true, that our schools taught French like a dead language; now they seem to be doing French the honour of teaching it like an illiterate language'. The Commission shares this concern and believes it is essential for those engaged in university studies to develop their reading knowledge of French as well as their oral competence in the language. Indeed, for many students it will be more important to develop their comprehension of the written and spoken word at university, than to concentrate upon the acquisition of a wobbly verbal fluency. A variety of courses, offering different emphases and approaches to French language studies, are required to meet realistically the differing needs of students, depending upon their field of study, language skills, geographical location and other circumstances. Full cultural communication between French and English-speaking Canadians will not be achieved by verbal fluency alone.

It is, none the less, encouraging to note the progress that has been made in some aspects of the enlargement of bilingual competence at the university level. In particular, there has been a welcome change in earlier tendencies among some teachers at Anglophone universities to regard the language of French Canada as a poor cousin of the language of France and to treat it as nothing more than an unfortunate corruption of a pure tongue. There are, however, still a few departments of French, in both French-speaking and English-speaking Canada, where some teachers spend what little time they devote to such matters in deriding and denouncing the literature and language of French Canada, rather than examining it with the same scholarly care they bring to their other work.

Despite the great expansion of scholarly activity in this field in recent years, there is scope and need for far more research in almost every aspect of the literature and language of French Canada. Critical studies are required of material and information which is already available, and additional materials await discovery and assembly for examination. Technical work is needed on many highly specialized topics, and this must be accompanied by the exploration of wider perspectives. Broad studies are needed of themes in the culture and history of French Canada, both in Quebec and in other regions of the country. Remarkably little study of an historical and factual nature has as yet been devoted, for example, to the culture and experience of the Francophone minorities outside of Quebec.

Extensive research is needed into the theoretical and methodological aspects of language education, including studies of motivation to learn a language and to learn about the culture and civilization to which it gives expression.

More scholarly energies must be directed to scientific linguistics and to a serious examination of the French language in Canada. Academic studies are needed of linguistic phenomena. Significant research in phonetics is already underway and must be continued. Composition and stylistics require more attention. There is still little study or teaching of commercial or scientific French. The number and range of university courses in language and linguistics is still limited. As noted in regard to Canadian linguistics and literature in English, the importance of language usage and linguistic analysis in French in Canada has generally received insufficient attention and emphasis.

Notwithstanding the extensive and often distinguished bibliographical work that has been done in the field of French-Canadian literature, which Professor David Hayne recently reviewed for the National Conference on the State of Canadian Bibliography, large areas are still almost untouched. More support must be found for bibliographical research and publication as a vital concomitant to the study of the literature and language of French Canada. Unfortunately, as Professor Hayne has noted, a variety of obstacles have impeded bibliographical research:

> The haphazard conservation methods and cataloguing practices of most French-Canadian libraries until recent years; the lack of published catalogues of the important French-Canadian collections at Laval University, the University of Montreal, the Bibliothèque nationale du Québec, and the University of Toronto; the confusion that persists with respect to the application of the Library of Congress classification to Canadiana; the lack of consensus among French-speaking authorities about questions of bibliographical description and printer's "style"; the relatively late appearance (1973) of a French translation of the *Anglo-American Cataloguing Rules*; these and other difficulties including, of course, the Canada Council's reluctance until recently to assist bibliographical research — have made, and continue to make, bibliographical inquiries in French-Canadian literature a frustrating, time-consuming and expensive pastime.[22]

In summary, although there has been substantial progress in teaching, in research, and in publication, in Canadian literature and linguistics in French, there is both need and opportunity for greater activity in this field at universities in every part of Canada.

Economics

For a variety of reasons, not always evident to the Commission, the survey responses concerning departments of economics were often unhelpful with the task of preparing aggregate statistical data about the real extent of Canadian studies in this discipline There are marked differences of opinion among university economists about the proportion of their current teaching curriculum that is Canadian-oriented. Some, for example, wished to include in this category courses dealing primarily with theoretical concepts on the grounds that such knowledge could be applied as readily in Canada as elsewhere. Others, for precisely the same reason, wished to exclude such courses, arguing that 'theory has no nationality'. In the intensity of their arguments about this point, neither of these groups showed much awareness of the fact that there are sound academic and practical reasons for examining the particular circumstances and conditions to which theory and analysis will be applied in Canada and for reviewing the means of applying and testing such theory and analysis in the light of these circumstances and conditions.

Fortunately, the Commission's survey information was supplemented by extensive information obtained through its additional sources, including briefs and other submissions, oral representations at the public hearings, correspondence conducted with many specialists in the field, current literature on the state of the discipline and a study of university calendars, reading lists and other documents. An examination of these diverse materials pointed to numerous areas in which there were both need and opportunity for much more attention to Canadian problems and conditions in the economics curriculum.

The Commission's inquiries disclosed, for example, that inadequate attention is being paid to resource economics, despite the enormous importance of this field to Canada. Although there has been some increase in recent years in the attention given to this subject, as indicated by additions to calendar listings, most courses dealing with this aspect of economics are still primarily oriented towards the efficient extraction and commercial management of natural resources. Insufficient emphasis is given to the problems of assessing the costs and benefits of resource development to the national economy. Social and environmental considerations often receive scant consideration in teaching and research about resource development activities and proposals.

To underpin good courses in resource economics, and indeed to provide an essential basis for the formulation of sound public policy, far more research is needed in the economics of resource development and management. Studies are required on an industry by industry basis; the role of many individual corporations needs independent examination; the relationships of Government and the resource industries should receive continuing study; the interrelationships of resource development and other major fields of national activity, such as transportation, need attention; the impact of resource policies and programmes on the overall economy requires critical study.

Some beginnings have been made on this task. At the University of Calgary, for example, courses are offered on Petroleum in the North American Economy and Petroleum in the World Economy. Clearly, the study of the economic aspects of petroleum and other energy sources is of immense importance to this country. Scholarly attention must be given to the role of the petroleum industry in Canada, with its implications for manufacturing, economic growth, interregional relations, transportation costs and social and environmental conditions.

The field of resource economics offers a tremendous challenge to Canadian economists. In responding to this challenge, they can build on a distinguished earlier tradition of Canadian scholarly interst in this field that is perhaps most notably expressed in the work of Harold Innis on the fisheries, the fur trade, the railway and communications. The research and the teaching of this remarkable man reflected an understanding of the fundamental importance of resource economics to the entire life of this country. However, the great promise and high standard of this earlier tradition of scholarship in Canadian economics have not always been sustained.

Similarly, agricultural economics is a field of obvious and large importance to this country that has received much less attention than it merits in both teaching and research. Some courses are offered in various aspects of this field at a number of universities across the country by departments of economics, by faculties of agriculture, or as at the University of Manitoba, by the Department of Agricultural Economics. Yet, the Commission was advised by the Agricultural Economics Research Council that no university offers a course in grain marketing, in spite of the significance of wheat and other grains to the Canadian economy. In drawing attention to this particular gap, the Commission is not suggesting that this one area of the agricultural economics curriculum is an essential component of the curricula of all university economics departments in Canada. The University of Guelph does have, for example, an extensive programme in agricultural marketing, though not a specific course on grain marketing. However, this is a subject of such particular importance to this country that one may remark with surprise that it has been almost uniformly neglected by Canadian universities.

The Agricultural Economics Research Council also drew the Commission's attention to the lack of educational materials, at both the graduate and undergraduate levels, for the study of Canada's unique agricultural marketing institutions. Indeed, the Commission's inquiries point to the need for more textbooks and scholarly published work relating to almost every aspect of Canadian agricultural economics. These and other related questions are examined further in subsequent chapters dealing with the Canadian component in education for the professions and with publishing.

Courses focusing on Canada in the relatively new fields of urban economics and the economics of communications have emerged, in conjunction with transportation economics, at only a handful of universities; all three areas require increasingly detailed research and examination, which would provide additional resource materials for teaching. Health care economics and the economics of education, both emphasizing the Canadian situation with its provincial variants, are offered at the undergraduate level at only a few universities. Labour economics, sometimes described as the economics of human resources, is taught at less than a dozen institutions. Only a few scattered courses on environmental economics are offered at universities across the country. In course work and in research, the economic aspects of federal-provincial relations in Canada deserve far more extensive and consistent attention than is now accorded to them. Further micro- and macro-economic analysis would be of value in nearly all of the above areas.

The Commission believes, as well, that the academic validity of regional economic studies, and the growing need for such studies, should be recognized. Students are often ahead of the faculty in perceiving the importance of these studies, and in seeking opportunities to pursue them.

The need for more attention to the teaching of Canadian economic history, and for the study of economic development in Canada, was regularly mentioned to the Commission in briefs and at public hearings. The particular importance of economic history in a young and developing country was noted by Harold Innis in his essay 'The Teaching of Economic History in Canada':

> The central position must of course always be accorded to economic theory, but economic history is always an attempt to test the validity of principles of economic theory and to suggest necessary emendations. A new country presents certain definite problems which appear to be more or less insoluble from the standpoint of the application of economic theory as worked out in the older highly industrialized countries. Economic history consequently becomes more important as a tool by which the economic theory of the old countries can be amended. On the other hand, the fashioning of this tool requires skill of a high order and, in a new country superabundant energy, because of the immediate and heavy demands of teaching or of giving expert advice in the solving of practical problems of a pecuniary character.[23]

Canadian economic history should be distinguished from North American economic history. As one correspondent suggested, 'Canadian economic history is more than U.S. economic history with snow on it'. As an important aspect of Canadian studies within the social sciences, economic history should be offered by departments of economics and/or departments of history at every university in Canada. While the subject may be approached with varying degrees of sophistication from within a general analytical framework, it was suggested to the Commission that Canadian economic history should be made available to undergraduates at not later than the second-year level. In this way interested students from other disciplines could more readily participate; formal prerequisites should be minimal. The provision of courses in economic history in the early years of the undergraduate curriculum, and even at the high school level, would lay the groundwork for more advanced courses in Canadian economic history at the senior undergraduate level.

Without labouring a point that this *Report* discusses elsewhere, the Commission notes the need for special consideration of the unique Canada-United States relationship in economics as in many other fields. The importance of this relationship for Canada's economic, political and social development has received a good deal of public attention recently, but this has had as yet only a limited influence in the teaching of economics. The implications of foreign ownership and of multi-national enterprise in Canada, for example, need more extensive and rigorous examination in the university curriculum.

Undergraduates, especially those from outside the discipline of economics who may take only one or two introductory courses in economics, need to be (and ought to be) provided with a clear appraisal of the economic world in which they will soon be seeking to make their livelihood. The Commission recommends that, where it is appropriate to do so, departments of economics acknowledge more explicitly the significance of the social and political implications, in the Canadian context, of various aspects of economic issues, and make suitable provisions to introduce these to their teaching programmes. In addition to such obvious areas for co-operation as economic history, economic geography and political economy, there are important relationships between economics and professional and policy studies fields that should also be developed further as areas of study in university teaching and research.

The Commission found that, as in other disciplines, university departments of economics staffed substantially with Canadians tend to devote more attention to Canadian studies than do those staffed substantially with non-Canadians. The fact that almost 40 per cent of full-time economics teachers in Canadian universities in 1973-1974 were citizens of other countries may thus explain in part why so many areas of teaching and research important to Canada have been neglected in economics. In that year almost half of the full-time university economics teachers in the Atlantic Provinces, for instance, were non-Canadians. In the Western Provinces of Canada almost one-quarter of the full-time university economics teachers were citizens of the United States. This situation is a subject of much concern among many people who communicated with the Commission. An economics student in the Maritimes, for example, posed the following rhetorical question at a Commission hearing held in that part of Canada:

> How can one reasonably expect Canadian studies to flourish in the department of economics (at my university) when out of a total of thirteen faculty members, only two can be said to be at all knowledgeable about Canadian conditions. The others were born and raised in other countries and/or obtained their advanced training abroad and, as far as I can determine, have acquired very little interest in Canadian economic questions.

Another issue frequently raised in briefs and at public hearings is the need to increase knowledge about Canadian economic matters among students at the high school level in Canada. The view was expressed over and over again that students in the country's schools receive inadequate instruction in economics and that most students graduating from high school today possess virtually no understanding of even elementary economic principles. This view appears to have been confirmed by a 1973 national survey designed to determine the level of economic education in schools at the elementary, the junior and the senior high school levels in Canada. Set up and financed by the group responsible for organizing the Canadian Foundation for Economic Education (CFEE), the survey involved interviews with a wide variety of individuals and groups active in education, including Deputy Ministers, supervisors, teachers and librarians.[24] A questionnaire prepared for students in grades ten, eleven and twelve was also used. Eighty per cent of the teachers interviewed said that graduates from Canadian high schools are 'economically illiterate'. Following this survey, the CFEE distributed another questionnaire to a total of 1,590 teachers across the country. Of the 292 teachers who responded, only 58 had ever taken any courses in teaching economics. About seventy-five of the teachers who responded to the questions thought that their students' knowledge and understanding of the discipline of economics was in the poor to fair range.

The Commission believes strongly that students at the secondary school level, particularly those intending to pursue university work, should be required to have some minimal level of economic literacy before graduating. It is a serious weakness in our educational system that the teaching of economics is so badly neglected in the school curriculum. Whether taught as part of the social studies curriculum or as a separate subject, economics should receive much more attention in the school curriculum than it has in the past, and greater efforts should be made to prepare school teachers to provide instruction in this field. Every high school graduate should be equipped with at least a rudimentary comprehension of basic economic concepts, such as demand-supply-price relationships, and of their specific application in Canadian society. The present neglect of this subject in the schools is forcing university economics teachers to spend a disproportionate part of their teaching time introducing students to concepts and information they should have learned at an earlier stage in their education. University teachers, however, must accept some of the responsibility for this situation because of their own failure, with just a few exceptions, to establish and maintain close working and professional ties with the teaching profession at the secondary level.

Earlier in this section mention was made of the lack of published studies and of other educational materials relating to a number of areas of Canadian economics. The Commission wishes to acknowledge, however, that a substantial amount of good research and writing pertaining to Canada has been done in many other areas of economics by individuals and groups in universities, in Government agencies and departments and in the private sector. It is appropriate to acknowledge, for instance, the valuable contribution that the Economic Council of Canada has made over the past dozen years to the body of information and literature available on a wide variety of Canadian economic questions. Since the Council was created in 1963, nearly half a million copies of the Council's publications have been sold or otherwise distributed. Even a few examples of the projects recently completed or now underway at the Economic Council make clear the scope and diversity of its research interests: Relation of Trade to Canada's International Political Interests; Historical Development of the Canadian Tariff; Canada's Commercial Policy Options: Economic Implications; Canada's Adjustment Assistance Programmes; The Importance of Asia for the Long-term Economic Future of Canada; Governments as Customers; Construction Manpower — Quebec; and various papers on recent Canadian economic performance. Such work has provided a rich source of research and background material for the use of scholars and students interested in Canadian economic matters. What is just as important, these studies have been a means of involving Canadian economists, both within and without the Council, in a great deal of worth-while research about this country and of supporting and encouraging their interest in Canadian studies.

In concluding this section, the Commission wishes to note, and to welcome, the launching this past year of *Echo*, a newsletter prepared by the Canadian Economics Association as a means of improving communication among its members. The editors have deliberately refrained from shaping this newsletter into any set mould in order to allow it to evolve in response to the uses the members wish to make of it. Yet it is already clear that *Echo* will play an increasingly helpful role in promoting scholarly communication within the Association and among economists across the country. The Commission hopes that, as it develops, this newsletter will, among other functions, serve to make association members more conscious of economics in Canada as a discipline having Canadian dimensions worthy of scholarly attention. The establishment of similar newsletters by other academic disciplines would do much to promote a better scholarly communication in Canada.

Geography

Geography is an important field for Canadians and one that should be of natural and particular interest to this country given the immensity and diversity of our territory. Indeed, because of this country's great size and low population density, Canadians are, collectively, among the largest real estate 'owners' in the world. Although this situation presents many advantages — for example, ample breathing space and extensive resources — it also gives to Canadians substantial management responsibilities for this vast territory and its environment. As a matter both of prudent housekeeping and of good stewardship, the study of Canadian geography should be given adequate attention in the curriculum of our universities in order that our citizens will be able to cope satisfactorily with this responsibility and to have a proper understanding of certain major characteristics of their own country.

Yet geography appears to be a neglected discipline at a surprising number of Canadian universities. For example, there is not a single well-developed department of geography in the Maritimes. Indeed, until just a few years ago there was not even a single course offered in geography at any of the universities of this entire region. At many universities in other parts of Canada, geography is still an underdeveloped study and its importance to an understanding of our country is not yet fully recognized by many of those responsible for the planning of curriculum and research policy.

One of the many unfortunate consequences of this neglect is the fact that a considerable number of university graduates find themselves teaching geography at the school level without ever having had an opportunity to study geography as an academic subject at university. The Commission learned of dozens of schools in Canada where not a single geography teacher has taken even an introductory course in geography since grade nine. It should not be surprising, therefore, that geography in many schools is taught in 'the most primitive and antiquated way', as one brief expressed the point.

The Commission's inquiries revealed that, beyond the neglect of geography generally, less than one-quarter of the undergraduate courses offered by university departments of geography across Canada are oriented to the study of Canadian geographical circumstances and problems. Some universities that offer instruction in geography include almost no courses concerned with Canada in their curriculum. Others provide courses about the geography of this country that are of scarcely more than a token nature, offering a once-over-lightly survey in the subject or dealing with it, faithfully if shallowly, as a footnote in the study of geography of the United States. At several universities more intensive study is devoted to the geography of areas of Africa, Europe and Central and South America than to the geography of Canada. By comparison, the curriculum of geography departments at universities in, for example, France, Britain, Russia, the United States, Italy and Sweden often devotes far more attention to geographical study of the country in which the university is located.

Although less than one-quarter of undergraduate courses in geography at our universities are Canadian-oriented, the Commission's inquiries indicated that nearly one-third of the student enrolment in all geography programmes is in these courses. This fact, and information provided in briefs and in other representations to the Commission, suggest that there is an increasing and lively student interest in the subject. Representations to the Commission also make clear that this increasing interest among students is paralleled by a rising public interest among Canadians in the geography of their country. For these reasons, and because of the intrinsic importance of the subject, the Commission urges that more attention be devoted to the geography of Canada in the university curriculum. Some courses on the geography of Canada should now be offered at every university in this country, and opportunities to pursue a more intensive study of this subject should be developed further at selected institutions in each Province or region of Canada. Courses in Canadian geography would be of value not only to students wishing to study this subject as a specialty, but also to students specializing in many other areas of Canadian studies. To cite just one example, history without geography is inconceivable; geography is woven into the very fabric of history. It would not be unreasonable to expect, perhaps even to require, all Canadian history honours and graduate students to take at least an introductory course in Canadian geography.

The 254 pages of maps, graphs, tables and notes of the new *National Atlas of Canada* demonstrate superbly the vital contribution the study of geography can make to our perception and understanding of this country.[25] Beyond this, they make clear the role that can be played by geographical studies in providing objective information essential for making plans and decisions in many areas of public policy at the level of both national and local affairs. As the editor-in-chief, Mr Gerald Fremlin, has noted in his thoughtful preface, a national atlas, in addition to its value for decision-making and for scientific purposes, can advance the cultural development of a country by refining and extending the reader's perception of the nation and thus contributing to national self-awareness and self-knowledge. For these reasons, the Commission hopes that the Canadian Government will now adopt a policy of providing the financial means to make possible the production of a new edition of the *National Atlas* every ten years at mid-decade, based on fresh information from the census conducted at the beginning of each decade. Because adequate resources were not made available to the project, much of the information and most of the maps relating to people in the 1974 edition of the atlas were prepared from 1961 census data. As a result, these aspects of the volume were substantially out of date even at the time of publication. The potential educational and practical value of a national atlas is as great as that of any other Government publication. So that full value can be obtained from it, *The National Atlas of Canada* should be brought up to date with revised editions at regular intervals.

The importance of geographical knowledge and of mapwork for public education and for decision-making is clearly reflected in the attention that has been given around the world to the preparation of national atlases. Canada has at times played a leading role in this enterprise. At other times, however, it has faltered badly. Canada's first national atlas, which was the second in the world, was published in 1906 only seven years after the publication of the *Atlas of Finland* in 1899. Since then some fifty countries have produced one or more editions of national atlases that follow the principles of the original Finnish and Canadian examples. A second edition of the Canadian atlas appeared in 1915, but the programme lapsed badly after that and over forty years passed before the appearance of the third edition in 1958. The appearance sixteen years later in 1974 of the current, fourth edition has helped to fill a serious gap in the published and accessible cartographic information about our country. Indeed, prior to the appearance of the fourth edition the most technically advanced and up-to-date maps of Canada in a number of fields, including certain aspects of geology, had been prepared in other countries, including the Soviet Union and Hungary. The record of Canadian support for work on the geography of Canada is thus a mixed story, one of both considerable achievement and surprising neglect.

The importance of cartography is receiving increasing recognition, and this is an area of geographical studies in which substantially more teaching and research could be done by Canadian universities. Maps generally contain much more information than most people realize. The locational accuracy of many older maps, for instance, is low, but they often contain a wealth of information on other topics. For many parts of the country, the only literary source of historical information is maps. One Canadian geographer with whom the Commission corresponded illustrated what old maps can reveal about Canada:

> Early maps of Canada reflect the explorer's limited knowledge and unique perception of the land. Information written on such maps describes both the land and events and features observed. When Southern Canada became more populated in the nineteenth century, maps made at the time contained place-names and other features that reflect the cultural variety of the settlers and the close community life that once existed and has largely disappeared now.

Because of the special role of maps and map-making in the historical development and present management of Canada, the Commission believes strongly that the arts and sciences of map-making and map utilization should be fostered, and that existing map resources should be more carefully conserved and more fully utilized than they have been in the past. Research and publication must be supported to meet the need for current cartographic information. The demand for new maps extends from studies of densely populated urban centres to the rapidly developing frontier regions of the Canadian North. Teaching and research in the fields of aerial photography and air photo interpretation, as well as in connection with other remote sensing programmes, should be sustained and expanded to maintain the important contribution Canada has already made to the development of this type of mapping. More work is also needed in the areas of Canadian historical geography and toponymy. The loss to foreign collectors of Canadian maps of historical significance should be checked, and steps should be taken to acquire copies and, where possible, the originals of maps held outside Canada that relate to the history of this country.

A greater number of good, comprehensive map collections should be established at universities and colleges and existing collections should be strengthened. There should be several major depositories for current maps and one for historical maps at universities in each of the regions of Canada. Such collections should develop regional and thematic specialties, appropriate to the location and academic strengths of the universities in which they are located. Universities can provide a valuable service to their respective communities, which is entirely in keeping with their academic role, by serving as centres for cartographic information about their own particular regions, as well as building up other special map collections. A real effort should be made to develop the arctic sections in major map collections across the country. The Commission was surprised to note that only two universities in Canada claimed to specialize in Arctic map holdings in response to a recent survey.[26]

Information about their map collections and about the potential usefulness of these collections should be made more widely known by universities to their students and teaching staff, and to other educational institutions in the community. The scope of maps as resource materials for Canadian studies at all levels of education and in a wide variety of disciplines should be emphasized. Instruction in the use of maps should be included in teacher training programmes and systematic collections of maps should be developed in every high school as a normal element of the school library.

Good map collections are, if anything, more difficult to develop and maintain than good collections of books. Map collections should, therefore, be made the responsibility of trained personnel who are familiar both with library practice and with the academic disciplines served by such collections. To this end the place of map librarianship should be further recognized by schools of library science, and the pioneering work of the University of Toronto in training map librarians should be taken as an example for the development of similar courses elsewhere. Universities could also help to stimulate student interest in the professions of cartography and map librarianship through courses in geography and in many other disciplines, including history, economics, politics, sociology, anthropology and environmental studies, in which the usefulness of maps and other cartographic documents is demonstrated.

The Commission observed a number of trends and developments in the teaching of geography at Canadian universities that could have significant implications for Canadian studies in this field. When it began its investigation, for example, the Commission was advised to expect a trend away from 'regional geography', the mode of teaching that gives great attention to the particular locale under examination and that, therefore, is highly Canadian-oriented when this country or its regions are the focus of analysis. It was suggested that increasing emphasis would be given instead to problem-oriented and systematic or theoretical studies, in which Canadian situations would serve primarily as illustrative examples rather than as subjects for study. To some degree this trend is already evident, and there has been a swing towards quantitative, mathematical technique and a preoccupation with behavioural ideas borrowed from psychology and the social sciences. As a result, the attention devoted directly to the study of Canadian geographical problems and circumstances has diminished at several universities and may, apparently, diminish still further.

Indeed, perhaps the most striking thing to an outside observer about the present state of geography at Canadian universities is the absence, with a few honourable exceptions, of any real teams who concentrate on Canada as an entity. In their reaction against the orthodoxy of the post-war years, when Griffith Taylor in Toronto and Raoul Blanchard in Montreal made sure that regional studies in general and Canadian studies in particular were at the core of the curriculum, many of the current faculty members treat area studies and regional synthesis as if they properly belonged to Walt Disney or Nehemiah. Those who have this outlook do not often see Canadian studies as a central, or even legitimate, part of their academic work. If they treat Canadian problems at all, it is within a framework and an ideology established elsewhere. An additional reason for the neglect of regional courses in geography may be that teaching them requires a high degree of skill, experience and breadth of understanding on the lecturer's part. Regional courses when really well taught are not so much technical as they are liberal and philosophical. It is demanding work.

Noting this trend, the Commission urges the need to retain a reasonable balance in the geography curriculum, one that will allow sufficient attention to the geographic problems and circumstances of this country. In addition to broader courses examining Canadian questions, the Commission recommends that each geography department should offer at least one course concerned with the specific province or region in which the university is located. There are dozens of important, often urgent, geographical topics to be explored in every region of this country, ranging from questions of land use and demographic studies to problems of resource development and environmental conditions. It is rubbish to say, as some do, that teaching and research about these domestic situations will lack academic value and rigour.

It was frequently suggested to the Commission that the lack of attention, hostility even, towards Canadian studies in some university geography departments is related to the fact that a very high proportion of their faculty members are not Canadians and that the interests of many of these non-Canadians are related to the problems and circumstances of other societies. The Commission noted some grounds for this belief. In 1973-1974 nearly one-half (over 46%) of the full-time staff members teaching geography at Canadian universities were citizens of other countries. In one region, the Western Provinces, well over one-half of the full-time faculty in geography were non-Canadian.

The Commission was glad to observe a number of areas in which increasing attention is now being given to the Canadian studies aspects of geography. In courses in historical geography attention is often given to the evolution and exploration of the Canadian landscape, to settlement patterns, to the development of transportation networks, to the tracing of linkages and to the migrations of ethnic and other socio-economic groups, Recreational geography has attracted increased emphasis in recent years, paralleling the enormously expanded importance of recreation itself. Recreation is considered from various perspectives, including its economic, sociological and regional implications. The use and management of outdoor recreational lands, including parks and parks policy, are studied separately in certain departments of geography. In many courses in physical geography, where the study of such natural resources as water and energy sources is stressed, and in some courses oriented towards selected Canadian regions, significant Canadian content is also naturally included.

At some universities courses of a geographical nature are being taught by various other academic departments. Departments of economics, for example, may offer a course in economic geography. Similarly, various facets of human geography, such as population studies, demography and urban studies, are often explored in courses offered by departments of sociology. In such instances the Commission did note an increasing tendency to stress the theoretical dimensions of geography, rather than the facts of a given problem or situation. This approach, again, tended to eliminate Canadian content or to reduce it to an illustrative role, which sometimes was little more than an after-thought. Thus, for example, references to Halifax, Winnipeg, Edmonton, Montreal or Toronto may sometimes be found only in the context of case studies of 'American' urban development. The Commission would not wish in any way to disparage efforts at comparative analysis. On the contrary, it believes that all areas of Canadian studies should include comparative studies of situations in other countries. Moreover, it notes with pleasure that urban planning experts from the United States often cite and rely upon such studies conducted in Canada and recommend Canadian practices and policies. However, the Commission does feel that a reasonable proportion of studies of this kind should focus primarily on the distinctive features of Canadian urban development and associated problems. This particular need was highlighted at a symposium on 'Canadian Public Land Use in Perspective' sponsored by the Social Science Research Council in October 1973. A commentator responding to one of the formal papers felt that the contribution of Canadian social scientists to the study of urban land problems had been singularly inadequate:

> Academic analysis of urban land, city by city, is virtually non-existent in Canada – a situation which is a disservice to this urban nation and is acutely felt by the policy-makers who do, and must, make frequent, complicated, hard decisions affecting land.[27]

Geographers might usefully assume a leading role in correcting this deficiency.

Another deficiency requiring the attention of Canadian geographers is in the area of bibliography. As a recent paper on this subject noted, 'One has only to look at the bibliographic coverage available to the researcher on similar American or British problems to be aware of the paucity of similar Canadian material'.[28] There is currently no bibliography published in Canada, either in a monograph or as a regular series, that covers all aspects of geography. The *Bibliographie géographique internationale*, an annual published in Paris since 1895, has a Canadian section that does cover all areas, but it is very slow in appearing. The most recent volume, published in 1972, covers publications of 1970, so it is now at least five years out of date. Moreover, there is no bibliographical series or volume covering all aspects of the various sub-fields of either physical geography or human geography in Canada. There is, thus, an acute need for an annual comprehensive and systematic bibliography of Canadian geography. There is also a lack of specific Canadian topical bibliographies on such diverse subjects as city planning in Canada, historical and economic geography, and Canadian population geography. Similarly, there is at present no system for listing the many maps put out by companies and other private organizations so that they can be readily identified by scholars and acquired by librarians. The same problem exists with a substantial amount of published and semi-published Federal Government documents related to Canadian geographic research. The Commission urges the Department of Energy, Mines and Resources, through the Surveys and Mapping Branch, to work closely with the Canadian Association of Geographers, the National Library, the Department of the Environment and other interested geographers and organizations to find solutions to these problems.

It is also essential that more archival work be done in the field of geography. More active programmes both to collect and to catalogue maps are required. In particular, there is a need for a comprehensive, national catalogue of maps that will provide to all researchers in the social and physical sciences, in one place, a knowledge of what is available throughout Canada. Fortunately, the projected National Union Catalogue of Maps, which is being prepared under the joint direction of the Association of Canadian Map Libraries and the Public Archives of Canada, will meet this requirement. However, progress in the creation of the National Union Catalogue of Maps has been slow, primarily because of lack of money. The Catalogue has, in fact, been under discussion since 1967 and under preparation since 1973. The Commission urges the Canadian Government to provide the funds needed to complete this important project at an early date.

The Commission was glad to note that participation in field trips is often a requirement of geography programmes at Canadian universities While some courses have included travel to parts of the United States or elsewhere, most field trips provide good opportunities for students to visit unfamiliar parts of Canada in order to make first-hand observations related to problems under investigation. The Commission draws to the attention of private donors, as well as of Government, the practical and academic value of this aspect of Canadian geographical studies and the need to support it with adequate funding.

The Commission also noted with interest that some departments of geography that allow or require a thesis for the bachelor's degree tend to suggest Canadian topics for these theses. This is a welcome development, which would provide an opportunity for interested students to explore such topics in more depth than might otherwise be possible.

The Commission found that some geographers are playing an important role in Canadian studies through their participation in environmental studies programmes and in formally-designated Canadian studies programmes, especially when these are in specific fields related to their own area of interest. The Boreal Institute for Northern Studies of the University of Alberta, for example, conducts an *in situ* Arctic summer school, which has a strong geographical component. Similarly, geographers associated with the Arctic Institute of North America have made very significant contributions to the study of the Arctic and to fostering interdisciplinary co-operation and communication in this vitally important area of Canada. The Institute has developed one of the best Arctic libraries in the world. It publishes one of the few journals, *Arctic*, that is focused on the polar region; produces the *Arctic Bibliography*, a major reference series; and sponsors a variety of other publications on the North that are of interest to people in many fields of research. The Commission urges universities to encourage and support such efforts to enhance interdisciplinary co-operation between geographers and scholars in other fields. Such co-operative activities will, amongst their own advantages, help to draw increasing numbers of students to study the geography of Canada and to heighten their awareness of the importance of such study to an understanding of this country.

The Commission believes that geography needs to be developed in the curriculum, and to be a part of the curriculum, at more universities. The country needs more people trained as geographers, in a variety of specialties, and more people with a knowledge of Canadian geography, to help our society to deal constructively with the vastness and complexity of its inheritance.

History

Although selected aspects of Canada's past had been studied at Université Laval for some time previously, it was not until nearly the end of the nineteenth century, with the work of George M. Wrong and Charles W. Colby in the Departments of History at the University of Toronto and McGill University, respectively, that discrete courses in Canadian history were first introduced to the curricula of the English-language universities of Canada. Continuous expansion has occurred since then in the teaching of Canadian history in the universities of both English-speaking and French-speaking Canada. Replies from fifty-four universities to the Commission's preliminary questionnaire, which were supported and amplified by supplementary inquiries, revealed that more Canadian-oriented courses are found in history than in any other discipline. Roughly four hundred of the nearly two thousand undergraduate course offerings in history departments across the country focus on Canadian history. Based on detailed information supplied by fifty institutions, the Commission determined that about nineteen thousand students are enrolled in history courses relating to Canada. This figure is higher than that for any other discipline, and it amounts to approximately 34 per cent of the total number of students enrolled in all history courses.

The discrepancy between the percentage of student enrolment in Canadian history courses (34%) and the percentage of courses in Canadian history among the total number offered (20%) suggests that, in this field as in many others, student interest is well ahead of the course structure. It also suggests that there may be an imbalance in the distribution of faculty workloads among those teaching Canadian and non-Canadian history courses. This would be a matter of concern if such an imbalance could be shown to work severe disadvantages upon teachers of Canadian history courses. However, the Commission's inquiries on this point indicated that, in most instances, student-faculty ratios in Canadian history courses are not out of line with those in other history courses because of the tendency for certain high-enrolment courses in Canadian history to be taught by several faculty members, or, at some institutions, with the aid of graduate students. However, where this is not the case, faculty members teaching Canadian history courses often face much higher student-faculty ratios than their colleagues. In these situations, the Commission recommends that the departments concerned take steps to reduce or eliminate the imbalance.

The Commission's inquiries also revealed that the size of the university has relatively little impact on the proportion of Canadian-content courses among departmental offerings in history. Nor does the size of a university appear to affect in any consistent pattern the proportion of students enrolled in Canadian-oriented history courses relative to total enrolment in history. In general, however, smaller universities have both the highest proportion of Canadian history courses, about 30 per cent, and the highest proportion of students enrolled in these courses, nearly 50 per cent. However, the range is not very large when all institutions are compared, and such discrepancies may often be caused by factors other than university size.

The Commission was glad to find that there is a growing tendency to provide an early introduction to the history of Canada in the undergraduate curriculum. A common practice now is for an introductory course in Canadian history (generally in the first or second year) to be succeeded by more specialized courses, seminars and reading programmes in subsequent years. Introductory courses are frequently described as 'A survey of Canadian history, emphasizing political, economic and social developments to the present day'. The Commission is of the opinion that a substantial introductory course in Canadian history should be available to all students entering university in this country, whether or not they propose to take a major in the discipline. It is concerned that at several universities there is no opportunity for the study of Canadian history at the first-year level. Even where the primary goal set by the department of history is to introduce students to the nature of the discipline in its first-year programme, provision should be made to ensure that Canadian materials are included in such an introduction.

Upper-year course offerings in history generally include 'period' or 'topical' studies, allowing a more thorough examination of political, economic and social development than is available in the introductory surveys. Among these, the Commission was glad to find that French Canada is the specific subject of courses offered at most English-language universities. It recommends that such courses be made available at all English-language institutions. Similarly, opportunities should be made available at all French-language universities for students to acquire a knowledge of the history and traditions of English Canada. Because the historians of French Canada and of English Canada do not, for a variety of reasons, share the same historiographical traditions, it is especially important that this dimension of Canada's history be given adequate attention. Indeed, the Commission believes that historiography should receive increased recognition in all courses in Canadian history.

Regional studies are of particular importance to a country as large and diverse as Canada. Because of this, the Commission was glad to find that courses in regional history are now offered at a number of universities across the country. However, there is room for more attention to this aspect of historical work, including comparative regional history studies as well as courses focusing on the region in which a particular university is located. Several recently published bibliographies should provide valuable assistance in obtaining resource materials for such courses. The Commission makes further recommendations on this subject in a subsequent section of this chapter dealing with regional studies.

History courses have long been accorded a central place in the undergraduate curriculum of Canada's universities. This is so in part because of the important role they play as 'background' or 'service' courses for students whose interests are centred in other disciplines such as literature, sociology, economics and politics, and for some students in the sciences and in pre-professional programmes. In many instances, of course, this service is reciprocated when students majoring in history enrol in courses offered by other departments. The Commission believes that Canadian history courses can provide a particularly important service function to complement the work of other departments. With the growing interest in Canadian studies, it will be increasingly desirable for departments of history to recognize their responsibilities in this regard and for other university departments to draw upon their services. The study of history should provide Canadian undergraduates, whether majoring in this field or in other disciplines, with an integrated view of their society and of its development. The enrichment of Canadian history studies with the addition of new areas of social and cultural history will, perhaps, further stimulate student interest in the subject.

Courses in Canadian urban history, in economic, business, labour and military history, in intellectual history, in the history of native peoples and in the history of Canada's international relations should be included in the undergraduate curriculum to a greater extent than is now the case at many universities. While an opportunity to study such topics is sometimes available to undergraduates through special seminars and reading courses, they are infrequently found in calendar listings. Fortunately, studies of this nature are being undertaken more frequently at the graduate level, where a number of valuable theses in these areas have recently been completed or are now in progress.[29]

Although a few universities now offer specific courses in Canadian social history, and some consideration may be given to social history studies within other regional and period-oriented courses, this aspect of Canadian history is still comparatively neglected. The Commission wishes to stress the importance of courses in social history as part of a well-rounded undergraduate history programme. For example, the history of religious thought in Canada and the role of religion in social development should constitute a significant part of such studies, even though current research and publication in this area are still limited.

A number of briefs received by the Commission suggested that there is a need for a better understanding of the role played in the history of Canada by education, by science and technology, by medicine, by law and by events and developments in other professional fields. The need for study of the history of these aspects of Canadian society has only recently been recognized by some historians, and there are still many who assiduously ignore them in their teaching and research. While there have been some recent, though still limited, initiatives in research in these areas, such themes are only just beginning to be introduced into the undergraduate curriculum. The University of Western Ontario, for example, now offers a course on 'the development of scientific and medical activities in Canada from aboriginal times to the present day'. Certain medical faculties for some time have had members interested in the history of medicine, as, for example, is the case at the University of British Columbia. The Commission welcomes the announcement that Jason A. Hannah Chairs in The History of Medical and Related Sciences are to be established at several Ontario universities. Similarly, interested faculty members in schools of law, as well as in departments of history, are beginning to offer a small number of courses in Canadian legal history. A growing number of universities are now placing some emphasis on the history of Canadian education. Courses are at last being offered at several universities on various aspects of the history of sport and recreation in Canada, a belated recognition of the important role of these activities in the life of this country.

Margaret Gowing, in her inaugural lecture as Professor of the History of Science at Oxford University, pointed to the need for both science and history undergraduates to study the political and social history of science as an integral part of their course curriculum. As she noted, some of the most agonizing problems and significant consequences arising from modern science have been essentially historical, social and political in their nature, not technical or scientific. Yet it is difficult to recognize the enormous part science and technology have played in the development of Canada from an examination of the history syllabuses of our universities. It should by now be clear that the history of science and technology is not marginal to the study of Canadian history. Indeed, it is central to it. These and other related questions are explored more fully in subsequent chapters dealing with science and technology and the Canadian component in education for the professions.

Evidence of a growing interest in Canadian business history studies is found in thesis and research listings, in periodical publications and in several major works that have appeared in recent years. The Summer 1973 issue of *The Business History Review* published by the Harvard University Graduate School of Business Administration, for example, was entirely devoted to Canadian affairs, including an analysis of trends in Canadian business and economic history. A number of related articles on the study of business history in Canada are found in the collection of essays edited by David S. Macmillan in *Canadian Business History: Selected Studies, 1497-1971* (Toronto, 1972). These include 'Canadian Business History: Approaches and Publications to 1970' by Frederick H. Armstrong, 'Problems and Traditions of Business History: Past Examples and Canadian Prospects' by Alan Wilson and a review of 'Business Records: The Canadian Science' by John H. Archer.

The tone of much of this writing reflects a welcome confidence that a small but growing number of professional scholars will continue to contribute their talents to the field of Canadian business history. However, it also reflects their concern that the importance and potential of business history studies have not yet been fully perceived in this country. As one historian has observed,

> Business history, long recognized in other countries as a field of study in its own right, languished in Canada until the 1970s from lack of interest by historians and businessmen. Consequently a survey of what needs to be done in Canadian economic and business history – there is no history of Canadian manufacturing, no satisfactory survey of post-Confederation economic history, no readable work on a wide range of industries and companies, etc., etc. – might be as long or longer than an article on the existing literature.[30]

None the less, there are grounds for restrained optimism about the prospects for advancing business history in Canada in a manner that will continue to be helpful to scholars in such associated fields as urban studies, social and economic history, transportation, and public policy research. A need persists, however, to persuade Canadian businesses of the importance of business history research and to encourage them to support it by instituting effective records management programmes and archival policies. This subject and related questions are examined more fully in the chapter on archives.

There has been a parallel expansion of interest in the study of the history of labour in Canada. Scholarly work in

Canadian labour history is reflected in a growing volume of publications. The Public Archives of Canada is actively involved in the collection of records of historical significance relating to the Canadian labour movement, which invite scholarly examination. A limited number of research organizations, including the Regroupement de chercheurs en Histoire des Travailleurs québécois, are conducting programmes to promote information exchange in selected areas of Canadian labour history.

There is much work to be done in both teaching and research about the history of many of the ethnic or minority groups in Canada, including the native peoples, the French-speaking minorities outside of Quebec and the English-speaking minority within Quebec, in addition to the many other diverse cultural groups that have made their home in Canada. The particular need for more scholarly attention to these subjects, and to the role of women in Canadian history and contemporary society, is explored in subsequent sections of this chapter.

Canadian historians have already made a notable contribution in the field of biography and this is an area in which scholarly interest and activity are clearly being maintained. However, definitive biographies are still lacking of many of the major figures in Canadian history. Moreover, little more than a start has been made on the biographical study of the work of many other Canadians who, though secondary figures in our history, none the less made significant contributions to the life and affairs of this country. Much of the biographical work done to date has been concerned with those who were active in the political arena. There is, consequently, a particular need for more biographies of Canadians who have made their contribution in other fields, including the arts and letters, religious affairs, education and scholarship, science and the professions, labour and commerce, conservation and sport and recreation. The influence of the *Dictionary of Canadian Biography* in stimulating interest, research and revision in Canadian biographical studies must be acknowledged with appreciation.

Briefs and representations, and the Commission's own inquiries, indicated that Canadian military history is also a subject meriting further development and support. War and military institutions, for good or ill, have played a major role in the formation of modern societies, and Canada has been no exception. Canadian involvement in twentieth century wars – the Boer War, the First and Second World Wars, and the Korean War – as well as the country's arrangements for defence in peacetime, have profoundly influenced Canada's development and have had an impact not only upon external relations but upon the internal fabric of Canadian society as well. Historians, sociologists and political scientists, though in limited numbers, have rightly concerned themselves with various aspects of Canada's military experience.

Various activities within the scholarly community reflect an increasing interest in the field of military affairs, and a growing realization of the significant part played by these affairs in our history. For example, Chairs of Strategic Studies have been established at seven Canadian universities since 1967, and in 1971 a military history committee was formed within the Canadian Historical Association to organize sessions on military history and to bring together scholars pursuing studies in this field. However, much still needs to be done to support and encourage teaching and research in this subject. For example, more study is needed of the impact of military institutions on Canadian society. Many aspects of Canadian military policy between the two world wars and during the Second World War have yet to be investigated by scholars. Detailed case studies have yet to be done on the employment of our armed forces in peacetime and on the influence of the armed forces on national policy in both peace and war. While there is a growing volume of regimental and army corps histories, few naval and air units have been the subject of similar studies. There has, indeed, been a tendency to treat naval and air force history as an antiquarian pastime. The entire field of Canadian naval history in particular has been neglected. The Francophone aspects of Canadian military history deserve much more attention than they have received. There is no wish to detract from the outstanding work done by a small band of scholars in drawing attention to the need for more work in these and other areas of Canadian military history.

The work of the Directorate of History at National Defence Headquarters in furthering the study of Canadian military history merits special mention. Through its sponsorship and support of research and studies in this field, the Directorate has made an extraordinarily valuable contribution to many aspects of Canadian historical scholarship. The Commission recommends to the Department of National Defence that the Directorate be given increased financial support to enable it to contribute even more fully to this work. In particular, the Commission urges that funds be provided to establish within the Directorate a section devoted to the Francophone aspects of Canadian military history. In addition, the Commission recommends the establishment of a programme of grants to enable students and scholars to make fuller use of the

Directorate's resources and facilities. Such a programme should include grants to enable visiting professors and post-doctoral fellows to undertake research on major themes in Canadian military history, and provision for summer students to gain experience working on various projects at the Directorate. More support is also required for the organization of and participation in national and international meetings concerned with military historical studies. In the field of military archives, it is often a race against time to find and preserve materials before they are scattered or destroyed. Resources should be provided for the Public Archives and the Directorate of Defence to prepare a national inventory of sources for the study of Canadian military history.

While intellectual history has recently gained some momentum in Canada, the Commission notes with regret that there is still little activity among Canadian academic historians in the field of cultural history. The proposal of the Royal Society of Canada to mark its one hundredth anniversary in 1982 by the preparation of a four volume *Cultural History of Canada* is therefore particularly welcome. The series is intended to be a critical and evaluative study of Canadian culture made up of contributions from a variety of scholars and embracing the arts and humanities, the social sciences, technology, sport and recreation, the physical and life sciences, professions and occupations, and external influences. To free the Royal Society from anxiety about the ultimate costs of the *Cultural History of Canada*, and so that the project can be launched with vigour and assurance, indications of substantial financial support are now required from both the public and the private sectors. The Commission hopes that such support will be found for this commendable undertaking.

In concluding this section, the Commission notes the need for more bibliographical work in many areas of Canadian history. A recent examination of the field points to the need, among others, for more annotated bibliographies of local and regional history and of minority groups and cultures.[31] More specialized subject bibliographies are also required, as are bibliographical facilities in many areas of audio-visual record, including film, radio, music and oral history. There is, as well, a real need for detailed indexes in many areas including nineteenth and early twentieth century Canadian serial publications and representative newspapers. There is still, too, need for a complete and consolidated bibliography of Canadian historical bibliographies.

Political Science[32]

The Commission's inquiries among teachers and students alike at all levels of the educational system revealed that most students graduating from high school today lack basic knowledge about Canadian political matters. Moreover, unless they go on to major in political studies at university, their knowledge of the political institutions and public affairs of this country will not likely have expanded appreciably by the time they complete an undergraduate degree. Indeed, in some instances, even if they do major in political studies at university, their knowledge of Canadian political matters may not be much greater because of the comparative neglect of this subject in the curriculum of some political science departments. The problem begins at the school level. But it is reinforced and compounded by policies and attitudes that are often prevalent at the university level of our educational system.

For the most part, the provincial school systems in Canada do not provide students with adequate opportunities to learn about how their political system works, how it differs in theory and in practice from that of other countries, how it has developed, and what its strengths and weaknesses are in terms of meeting Canadian needs. The nature of our federal system of government, the operation of Parliament, the role of the country's political parties and the distinctions between them, the distinguishing features of Canada's political culture, the political ramifications of certain important factors in Canadian society, for example, bilingualism, multiculturalism, and regional economic disparities – all such questions are being almost totally neglected in the school curriculum. Despite the enormous importance of the role political institutions and processes will play in the lives of their students, most schools do not offer a single course dealing specifically with Canadian politics. Nor do other parts of the curriculum, for example history, deal adequately with this subject.

While lacking adequate opportunities to learn about their own political system, Canadian students are subjected by the media to a mass of information about the American political system. By the time they enter university, in fact, many of them have been conditioned to think almost completely in terms of American political ideals, terminology, institutions and practices. They have simply not learned that the Canadian political system differs substantially from that of the United States or, indeed, of any other country. University teachers in every part of Canada told the Commission that even some of their final-year students do not know the distinction, for example, between the Canadian parliamentary system and the American congressional system, between the role and responsibilities of the Prime Minister of Canada and those of the President of the United States, between the powers of a Canadian Provincial Lieutenant-Governor and those of an American State Governor, between the general responsibilities of a Canadian Senator and those of an American Senator, between Canadian federalism with its strong Provincial Governments and American federalism with its relatively strong central authority, and between the very different judicial systems in the two countries. As one brief from a professor of environmental studies put it,

> I have become increasingly concerned to find that the Arts students who take my course are very confused, in their essays, about the difference between the Canadian and the American governmental systems. They write about the Secretary for the Interior for Canada, or the Environmental Protection Agency in Canada, and so forth. The basic reason appears to be that they are simply swamped with American literature and with references to American material in the newspapers and in the other media. Consequently, they find it very difficult not to think in American terms and with American ideas.

The Commission believes strongly that the political system plays such an important role in Canadian life, and is so pervasive in its influence, that no student should be permitted to graduate from high school, and still less from university, without certain minimum levels of knowledge about the political institutions and political culture of this country. Provincial school systems that do not now offer a subject on the Canadian political system should seriously consider doing so, and, in other parts of the school curriculum, more attention should be given to Canadian political matters. This question is further explored in a subsequent chapter of the report dealing with Canadian studies in the schools.

At the university level students not majoring in political science, including those enrolled in programmes in the physical and life sciences, should be encouraged to take at least one course in Canadian politics. Moreover, Canadian content in the political science curriculum should be substantially increased at many universities.

On the basis of the responses to its preliminary questionnaire and of the submissions it received, as well as of its inquiries among many university teachers and a careful examination of university calendars and reading lists, the Commission estimates that some 28 per cent of the undergraduate courses offered by departments of political science in Canada are Canadian-oriented. This finding corresponds fairly closely to the results of the survey conducted for the Canadian Political Science Association (CPSA) by a Committee on Canadian Content, chaired by Professor Paul Fox, which concluded that 'about one-third (30.5%) of all the courses were entirely or predominantly Canadian in their content'.[33] In Ontario and in the Western Provinces, where the Commission found Canadian course offerings in political science to be approximately 29 per cent and 28 per cent respectively, the figures closely parallel those of the CPSA survey. A discrepancy occurs in the data for the Atlantic region, where the Commission's inquiries indicated that only 25 per cent of those courses were Canadian-oriented, while the CPSA *Report* concluded that 31 per cent of the courses in political science in that region were Canadian-oriented.[34]

Both the Commission's own findings and the data presented in the Fox *Report* point to significanct variations in the amount of attention devoted to Canadian matters in the political science curriculum in English-speaking and French-speaking Canada. At the undergraduate level some 27 per cent of political science courses are Canadian-oriented at English-language universities, whereas over 37 per cent of political science courses are entirely or predominantly oriented to Canadian matters at French-language universities. This difference in emphasis upon the Canadian aspects of political science between Anglophone and Francophone institutions becomes even more pronounced at the post-graduate level. Nearly 42 per cent of the political science courses taught at the graduate level at French-language universities are entirely or predominantly Canadian-oriented, in contrast to approximately twenty-eight per cent of these courses which are Canadian-oriented at English-language universities.

Variations in the amount of attention devoted to Canadian subject matter in political science courses between the different regions of Canada also become more pronounced at the post-graduate level. The Commission's findings bore out those of the Fox *Report* that only 17 per cent of graduate courses in political science in Western Canada deal primarily with Canadian subject matter, as opposed to nearly 42 per cent in French Canada, 44 per cent in the Atlantic region and 30 per cent in Ontario.

Similar studies indicate that the large and faster-growing universities have, generally, a lower proportion of Canadian courses and a much higher proportion of non-Canadian courses, at both the undergraduate and graduate levels, than have those universities of smaller size or those that have expanded less quickly.

Despite these marked variations by region, by language of study and by university size and rate of growth in the amount of attention devoted to Canadian subject matter by political science departments, one factor is common to every situation. In all regions, in both language groups, and at nearly every university, the proportion of students enrolling in Canadian-oriented political science courses relative to the total enrolment in political science is significantly higher than the proportion of Canadian-oriented courses relative to the total number of courses offered by departments of political science. This is especially noticeable in Ontario, where nearly 50 per cent of the total undergraduate enrolment in political science is in Canadian-oreinted courses. It is clear that, in many situations, Canadian undergraduates are more interested in learning about the political institutions and processes of their country than faculty members are in teaching about them. In fact, many students in every region of Canada were sharply critical of the limited attention given to Canadian subject matter in the political science curriculum at both the graduate and undergraduate levels, and of the consequent restriction upon their opportunity to pursue intensive studies in this field. Nor were such spokesmen always Canadians. A surprising number of students from other countries made known to the Commission their puzzlement and disappointment that it was difficult for them to pursue intensive studies of Canadian political institutions and Canadian political culture while attending some Canadian universities. Some other foreign students, however, took a different tack, and audiences at public hearings listened in uncomfortable silence on more than one occasion while well-meaning students from the United States assured the Commission that they felt completely at home at their respective Canadian universities 'with so many good teachers from the States and with so many courses focused on American politics and political behaviour'.

The Committee on Canadian Content of the Canadian Political Science Association rendered valuable service by gathering data about the Canadian content of the teaching of political science in Canadian universities. However, the Committee's mandate was limited by the curious instructions given to it to report upon facts only and not to attempt to comment on findings, to interpret, to explain, to draw conclusions or to make any recommendations. These limitations on the mandate of a very capable Committee are themselves symptomatic of the deep divisions within the discipline on the questions under study and of the unwillingness, or inability, of the profession to address the issues involved. In the summation of its *Report*, the Fox Committee noted the need for 'much more research to be done on the nature of political science courses being offered at Canadian universities' and that this would require 'a more intensive qualitative (rather than quantitative) analysis'.[35] The Committee then ventured to make its one recommendation to the Association: that further research and analysis of the course content in political science should be conducted. The Commission on Canadian Studies warmly supports this recommendation and regrets that, in the two years since it was made, the CPSA has so far made little progress in its implementation. The Commission does, however, wish to commend the Association upon its initiative in establishing the original Fox Committee to inquire into Canadian content in the political science curriculum and for its continuing interest in this question. Whatever the limitations upon its achievements to date in investigating the nature and extent of the attention given to Canadian subject matter, the Canadian Political Science Association has at least made a serious beginning on the task and it is one of the few disciplines that has done so.

A number of briefs and representations, as well as the current literature and information available to the Commission from other sources, make it clear that both teachers and students are to some extent dissatisfied with current priorities and directions in Canadian political studies. The view was expressed over and over again to the Commission that, partly as a result of efforts to make their discipline as 'scientific' and 'value-free' as possible, too many political scientists in Canada have been ignoring the political in Canadian politics. As one brief put it 'Canadian students are exposed to a political science in which the major questions raised in political life are, for the most part, left unexamined'. Another noted that Canadians, today, are debating issues of immense significance to their country, including questions about political and cultural sovereignty, economic nationalism, separatism, regional disparities, federalism and external relationships. Yet surprisingly little of the vigorous public discussion of these large questions is reflected in the political science curriculum at some universities.

A number of observers have linked the discussion about the current state of Canadian political science to the question of American influence in Canada. For example, in a recent article examining the appropriate relationship between political science in Canada and in the United States, Alan Cairns notes that 'the exclusive American possession of superpower status in the international system of national political science communities' has had, and continues to have, a profound impact upon the development of the discipline around the world, and perhaps especially in Canada. He points out that 'proximity to the United States, a common language for English-speaking Canadians, the extensive resort to American graduate schools, widespread use of American texts, and the presence of American faculty' are factors that many critics view as capable of bringing about 'a unidirectional integration of political science and other social sciences on both sides of the 49th parallel'.[36]

Professor Denis Smith has expressed a similar concern that the recent development of political science in Canada is fundamentally imitative, reflecting 'with a time lag – the interests and approaches of American political science'.[37] Both Professor Cairns and Professor Smith, like many other critics of the tendency towards an uncritical copying of American political science at Canadian universities, acknowledge that students of Canadian political science would be unwise to ignore the rich and voluminous literature produced by American political scientists or to eschew tools of analysis developed by that community when these can be applied appropriately in the Canadian setting. What they have argued, and argued well, is that the political system of any country can only be understood in the context of the history, geography, culture and institutions of that country. The political culture of a society evolves in the context of that society and in response to its particular circumstances. The political system of Canada differs in obvious and significant ways from that of the United States: institutionally, historically and culturally. Because of these differences, the polities of the two countries frequently pose different questions for investigation and different models for study. Effective analysis of the Canadian political system requires, therefore, a knowledge and understanding of the historical development of Canadian society, of its economic circumstances and of its distinctive political forms. For these reasons, as Professor Cairns has noted, 'The study of Canada will be badly done to the extent that it is unduly influenced by the large, powerful, capable, and aggressive neighbouring community of scholars deeply immersed in their own society'.[38] Indeed, prolonged failure to recognize this danger could only too easily result in long-term adverse consequences for Canadian political science:

> It requires little imagination to visualize a pessimistic scenario in which inadequate attention is paid to the differences in the subject matter studied by originator and borrower, and in which students of Canadian politics participate in a continental division of labour in which they exhaust themselves trying to apply the latest, ever-changing model, approach, or theory developed by the bulk of the world's political scientists who live in the United States.[39]

The pessimistic scenario that Professor Cairns suggests could easily be visualized has in fact already been realized in a large number of political science departments in Canada, where American priorities and methodologies have substantially shaped the character not only of research programmes but of undergraduate and graduate course offerings as well. In part, at least, this development must be related to the large number of political scientists in Canada who are not Canadians, and particularly to many of those who are citizens of the United States and/or obtained much of their academic training in that country. The most recent figures available from Statistics Canada indicate that more than one-third (35.6%) of the full-time faculty members teaching political science in Canadian universities in 1973-1974 were non-Canadians, and that the largest group of non-Canadians in that year, as in the previous two years, were American citizens, who filled about 22 per cent of the full-time positions in political science at Canadian universities. These Statistics Canada figures are almost identical to those reported by the Fox Committee for the preceding academic year, 1972-1973.[40] An earlier survey of the political science profession, conducted by Professor W.H.N. Hull in 1971, found that nearly one-half of the political scientists in Canada were non-Canadians by birth, with Americans, then at 19 per cent, constituting the largest group.[41] Out of a total of 397 respondents to Professor Hull's survey, only 109 political scientists in Canada had obtained their highest degree in this country, while 179 had obtained their highest degree in the United States.

An examination of the citizenship of faculty members of political science departments at Canadian universities by region and by language group reveals significant variations. The Statistics Canada data for 1973-1974 indicates, for example, that only just over one-half (53%) of the full-time faculty teaching political science at universities in Western Canada were Canadian, and that over 30 per cent of these faculty members in that region were citizens of the United States. Indeed, the Moir *Report* says that over two-thirds (67%) of the political scientists in Alberta were non-Canadians.[42] Similarly, the findings of the Fox *Report* point to a sharp difference between English-speaking and French-speaking universities in the proportion of political science teachers who are Canadian. The proportion of

Canadian citizens among political scientists in the English-speaking universities for whom returns were provided was approximately 62 per cent, while the proportion of Canadian citizens in French-speaking universities was 20 per cent higher, at 82 per cent.

The Fox *Report* also notes some interesting features and variations in university hiring practices in the discipline of political science during the period 1967-1973. In particular, it notes that the larger and faster-growing universities hired a smaller percentage of Canadians than did the smaller and less rapidly growing institutions. Roughly 54 per cent of the political scientists appointed by Canadian universities in this six-year period were Canadians. However, only 21 per cent of the new appointments at the rank of associate professor went to Canadians, who received a higher proportion of the appointments made at the more junior levels of lecturer and assistant professor.

The implications of these statistics are far-reaching. The findings of the Fox *Report* make clear, for example, that there is a direct relationship between the amount of attention paid to Canadian subject matter by political science departments and the proportion of their faculty members who are Canadians. The Committee's data shows that, as one might expect, 90 per cent of the Canadian-oriented political science courses are taught by Canadian staff members and that few non-Canadians teach such courses. Conversely, over one-half of the political science courses that are not Canadian-oriented are taught by non-Canadians. Many non-Canadian political scientists have, of course, taken a thoughtful interest in Canadian political studies and made a most helpful contribution to research and teaching about the political institutions and processes of this country. However, many others have frankly little concern for, interest in or understanding of the political culture and institutions of Canada. It is not surprising that, on balance, the amount of attention given to Canadian political studies, in both teaching and research, relates fairly closely to the proportion of Canadians who hold university teaching appointments in political science.

Similarly, at the post-graduate level, the findings of the Fox *Report* show that there is a close relationship between the citizenship of graduate students in political science and the proportion of graduate work done in Canadian studies:

> Roughly 50 per cent of all Ph.D. students in our returns are Canadians. Roughly half the Ph.D. students are primarily interested in Canadian studies. Roughly three-quarters of all Canadian Ph.D. students in our returns major in Canadian studies. Roughly three-quarters of all non-Canadian students have a primary interest in studies other than Canadian.[43]

Yet a great deal of basic research, much of which could be initiated in conjunction with graduate work, is required in almost every area of study relating to the political institutions and political culture of this country. But research decisions and research priorities, if they are to contribute to our knowledge and understanding of Canadian political institutions and processes, must be made in the light of a full knowledge of Canadian needs and circumstances. If such decisions are made, as they now often seem to be, in the light of American knowledge of the American political system, and in terms of the current state and interests of political science in the United States, they will not serve very well to advance our understanding of the distinctive political culture of this country.

With these problems in mind, Professor Donald Smiley has argued cogently in a recent paper that Canadian political science, which he defines as 'the academic enterprise of studying Canadian government and politics', must have a high degree of intellectual autonomy from 'the American manifestations of that discipline'.[44] The Commission shares his view that the conception of Canadian political science as simply a miniature replica of American political science is 'a formula for inadequate scholarship'. The interests and perceptions of political scientists in the United States are conditioned by the explicit environment and experience of that country. Moreover, the sheer size, wealth and consequent specialization of the discipline of political science in the United States, combined with the current preoccupation of its members with American domestic and foreign concerns, make inappropriate the application of its standards, procedures and values to the different circumstances of Canada.

Professor Smiley calls for Canadian political science to rediscover its roots in the earlier traditions of political and social inquiry that were established in the formative years between the two world wars, when Canadian scholarship began to escape from its almost total dependence on that of the United Kingdom and Europe and to concern itself with studies in the particular historical and physical context of Canada in a manner that often transcended the boundaries of academic disciplines. In this he shares common ground with Professor C.B. Macpherson, who has pointed to the unrealized possibilities in the distinctive Canadian tradition of political economy.[45] Expressed, for example, in the work of such scholars as H.A. Innis, S.D. Clark, Alexander Brady, R. Macgregor Dawson, W.A. Mackintosh, J.A. Corry, Donald Creighton, and A.G. Bailey the tradition of political, social and economic inquiry rooted in Canadian circumstances has made an enormous contribution to our knowledge and understanding of the distinctive political culture of this country. Moreover, this approach to political investigation, which is substantially a Canadian development and one that is almost totally foreign to American political inquiry, has made a significant contribution to political science as a true international discipline drawing upon the scholarship of all countries. There are, fortunately, a number of scholars who have continued to build upon this Canadian tradition of teaching and research in political science at universities in every part of the country. However, their work often receives less than the recognition it deserves from many of their colleagues who are oriented in their work to the current interests and methodologies of political science in the United States.

Briefs and representations to the Commission generally confirmed the concerns expressed by Cairns, Macpherson, Smiley, Smith and others about the need for priorities and approaches in Canadian political science that relate to Canadian conditions. These submissions frequently cited particular areas of research and teaching where attention to Canadian matters has been neglected, and they often attributed this neglect in large part to an undue preoccupation in the Canadian political science community with American research priorities and with methods of analysis that are inappropriate in the Canadian setting. In particular, such representations pointed to the striking decline in institutional, constitutional, economic, historical and legal studies within the framework of Canadian political science. There has also been some turning away from descriptive studies, even though a great many are still needed for various aspects of the Canadian political situation. An examination of past and current issues of the *Canadian Journal of Political Science*, and also of the programmes of the annual meetings of the Canadian Political Science Association over a number of years, gives some measure of this decline. In its place, there has been a dramatic increase in quantitative and empirical studies. A great deal of this research is of a high standard and some of it contributes appreciably to our knowledge and understanding of Canadian political institutions and processes. However, much of it could just as readily have been conducted by political scientists in the United States or in any other country as by those in Canada. This shift in research interests has, in turn, been reflected in the content and emphasis of the teaching curriculum.

The scope, and need, for more research, graduate work and teaching on Canadian topics and themes in political science is indicated by the fact that there is still not a single academic book on the Canadian Liberal Party, even though that Party has held office at the federal level for thirty-five of the last forty years.[46] Indeed, more studies are needed of all the major political parties in Canada, both in broad canvas and in detailed monographs examining particular events and policies. The need for studies of political parties, and events, and measures is just as acute at the provincial level. And the political study of Canadian municipal affairs has scarcely begun at all. At all of these levels, there is need for more political biography and for a searching examination of the real processes of political action.

Studies of government in Canada have shifted markedly in recent times from a concern with central government institutions such as Parliament and its agencies to an interest in the systems of politics, especially electoral behaviour. Again, this reflects in part a shift away from the earlier tradition of Canadian political inquiry and analysis. While the concern with institutions alone was obviously inadequate, the pendulum does seem to have swung rather far to the other side. In fact, institutions and processes are inseparable, and political behaviour is conditioned by the institutions through which people operate just as the institutions are influenced by the actions and attitudes of those who use them. In a federal system such as Canada's, with growing and increasingly elaborate relationships developing between all levels of Government, federal, provincial and municipal, there is an essential need to examine the nature of this complex interrelationship and to understand its effects on political behaviour and on Canada's social and economic systems. Federalism and intergovernmental relations in a country like Canada deserve much more attention in research and in the curriculum than the university community has thus far given to them.

The Commission noted some concern, expressed in submissions and at its public hearings, with the widespread tendency to isolate the study of contemporary political activity from the study of its development and even of its context. It commends for consideration the approach suggested by two courses designed to give a better understanding of the evolution of Canadian political activity. The first, a third-year course at Carleton University in Canadian Political Thought is described as follows: An examination of the development of Canadian ideas and their relationship to Canadian political institutions and policies. The outline for this course suggests that some attention will be given to an aspect of Canadian political studies which, in the opinion of the Commission and several of its correspondents, have been neglected. A similar approach is taken in Politics in Nova Scotia since Confederation, a course offered at Dalhousie University. Courses are also needed that will relate political studies more closely to the context of geography and physical environment.

Public administration, including the techniques and instruments of policy formulation, is another area of political education that deserves more attention in its Canadian context. With the growing importance of Government in almost every aspect of our lives, every citizen has a vital stake in the quality of leadership and of service provided by our public institutions. In this situation, the universities, which are primarily responsible for advanced training in our society, have a special opportunity and obligation to prepare graduates who are equipped to serve this public interest.

The role of law and the administration of justice in Canada are more adequately represented in the curricula of political science departments than of history departments, but, at a number of centres, more attention needs to be given to legal studies within the framework of political science. Briefs suggested the need for special attention in both research and teaching to such areas as human rights and civil liberties, the constitutional role of the courts, aboriginal rights, arctic sovereignty and law of the sea. Such studies could, in turn, benefit from the different, and differing, perspectives of political science.

Although some valuable work has been done by political scientists on the implications of this country's cultural pluralism for its political processes, this is still not often reflected in the university curriculum. Canadian politics clearly has a distinctive quality, in part because of the cultural and linguistic diversity of the Canadian people. This fact should be examined as a part of the teaching programme offered by every department of political science in Canada. There are, however, few that deal with it directly, as is done, for example, in a course at Laurentian University on The Politics of Ethnic Pluralism.

The need for more attention to international relations as a Canadian study is explored in a later section of this chapter. However, it is appropriate to note here that political scientists in Canada have so far devoted little attention to Canadian-American relations in the context of international politics and of Canadian external relations. Nor is this enormously important subject always dealt with adequately in courses on policy formation and decision-making, which may be intended to examine the major factors influencing these decisions. The foreign policy and international relations section of the 1973-1974 annual supplement to *Theses in Canadian Political Studies* contains only four titles specifically related to Canada's relations with the United States. The study of Canadian-American relations needs greater emphasis in the curriculum and in research than it now receives. Professor Stephen Clarkson has argued that the normal categories of international relations analysis are unable to provide an adequate understanding of the unique Canadian-American relationship. He suggests that 'the most crying need for the development of serious teaching and study of this area is a satisfactory theoretical structure that will conceptualize the issues and generate hypotheses that can be examined'.[47]

There is also room, and need, for many more comparative studies relating and comparing the Canadian political experience to that of other societies with some similarities in their political institutions, traditions or circumstances, including, for example, other parliamentary democracies, other federal states, other multi-lingual and multi-cultural societies, other examples of small power-big power relationships, other polities where regional inequalities have been of longstanding concern, and other primary-producing countries that are also heavily dependent on trade. The opportunity for such comparative studies is explored further in a subsequent chapter on Canadian studies abroad.

In all these areas, and in many others that could be cited, a great deal of work needs to be done by scholars informed by Canadian experience and sensitive to the distinctive features of the Canadian policy. The current neglect of such work is a loss not only to Canadian self-knowledge and Canadian self-awareness, but to the political science discipline everywhere and to international scholarship as a whole.

Sociology and Anthropology

The Commission's decision to treat sociology and anthropology together was not merely a matter of convenience: the historical pattern of disciplinary development, including the joint departments at many Canadian universities, and the existing organizational links, including the Canadian Sociology and Anthropology Association (CSAA), invite such simultaneous discussion. Moreover, the two disciplines share a number of problems and opportunities. In some ways, sociology and anthropology have grown closer together at the same time that they have gone their own ways as separate disciplines. For example, it is now more common than it once was for anthropologists to examine such topics as urban neighbourhoods, ethnic group cultures, and economic systems or exchange relations in industrial societies. In these new areas of scholarship, the distinction between comparative sociologists and anthropologists is mainly one of tradition. Their needs in terms of research tools and information are often the same. There are, of course, many other areas of special and distinct interest to each of these disciplines, in the case of anthropology including for example, some subjects such as archaeology and ethnology which are discussed elsewhere in this *Report*.

Substantial departments or schools of sociology and anthropology did not begin to develop at Canadian universities until the late 1950s, and these were not providing graduate studies on any large scale or employing any significant number of Canadians until the late 1960s. The lateness and slowness of this development may account in large part for the remarkable disinterest that these two diciplines have shown until recently, with a few notable exceptions, in teaching and research about Canada as a distinctive society and culture. Prior to 1960 only one university in Canada had awarded any PhDs in sociology. By 1970 thirteen universities had doctoral programmes in the subject. None the less, from the time when the first Canadian PhD in sociology was conferred in 1937 until 1970 less than thirty doctorates were awarded in Canada in this discipline. Advanced graduate work in anthropology was similarly underdeveloped in Canada.

The number and size of departments of sociology and anthropology in Canadian universities grew rapidly during the 1960s. Between 1956-1957 and 1967-1968 the number of sociologists with university appointments increased from 31 to 274, an increase of over 700 per cent.[48] By 1973-1974 the first *Guide to Departments of Sociology and Anthropology in Canadian universities* listed over 175 anthropologists at those institutions with discrete departments of anthropology.[49] This very rapid rate of growth reflected both the growing university recognition of the need for more academic work in these important social sciences and mounting student demand that more courses should be available in these fields.

The dramatic rate of expansion required the recruitment of a large number of non-Canadians, many of whom came from the United States to teach in Canada. Indeed, by 1970 many sociology and anthropology departments across the country were almost wholly staffed by Americans. The results of this influx are still evident in the most recent data available from Statistics Canada. In 1973-1974 nearly 60 per cent of the full-time faculty in anthropology at Canadian universities were non-Canadians. American faculty members actually out-numbered the Canadians in this discipline. Only 41 per cent were Canadians, whereas 46 per cent were American citizens. In the Atlantic region only 18 per cent of full-time faculty members in anthropolgy were Canadians. 63 per cent were citizens of the United Sates. In sociology, in 1973-1974, 45 per cent of full-time faculty members were non-Canadians; 27 per cent were American citizens. In the Western Provinces 55 per cent of the full-time faculty members in sociology were non-Canadians; 36 per cent were citizens of the United States. In fact, the Moir *Report* pointed out that nearly three-quarters of the sociologists and anthropologists at universities in Alberta were non-Canadians, and only 27 per cent were citizens of this country.[50] In few other areas of the humanities and social sciences has there been such a heavy dependence upon recruiting staff from outside the country.

Whether it was really necessary to rely so completely upon the importation of foreign faculty to meet the expanding requirements of Canadian universities in these two disciplines is a moot point. More might have been done to develop our graduate programmes sooner and faster. In many instances appointments on a trial basis might have been given to promising young Canadians, rather than recruiting a teacher from outside the country with more impressive academic qualifications and a longer list of publications to his or her credit. No doubt both academic snobbery and the old-boy network played a part in events, as many submissions suggested. The awards policy of the Canada Council may also have been at fault, supporting and encouraging young Canadians to take their graduate work in the United States at the cost of a slowing in the development of Canadian graduate schools in these fields and a consequent failure to attract into graduate study in sociology and anthropology a larger number of able Canadian undergraduates. More might also have been done to recruit faculty members from a variety of backgrounds overseas, rather than relying so heavily on those who were most readily available in the country next door. All these, and many other related points, are the subject of keen debate and strong feelings. The Commission believes that there is some validity in each of the points mentioned, and, also, that it would be profitable for some university leaders and students of Canadian higher education to examine the events and the arguments to see what may be learned from this experience. However, the Commission's concern is with the present and the future, rather than with attempting to assess responsibility or blame for the past.

The present and future consequences of the massive infusion of non-Canadian faculty members into the departments of sociology and anthropology at Canadian universities, and particularly of such large numbers from just one other country, require serious consideration. It should be acknowledged at once that this country has an obligation, which it must honour, to those who came here at its request to help to meet the need for more university teachers in these disciplines at a time of rapid expansion. It should also be acknowledged that a great many of these scholars from other countries have made an invaluable contribution to Canadian higher education and, in many instances, to the Canadian studies aspects of their disciplines. However, the fact remains that in many departments of sociology and anthropology Canadian teachers are in a minority. Often, too, they hold the more junior positions in their departments with faculty members from other countries occupying the senior departmental academic, administrative and planning positions.

The French-language universities are a notable exception to this situation. In 1973-1974, in the universities of Quebec, 77 per cent of the full-time faculty members in anthropology and 71 per cent of those in sociology were Canadians. These figures include the data from several English-speaking universities in Quebec and omit the data from a number of French-speaking universities and colleges outside of Quebec. The percentage of Canadian faculty for the Francophone universities as a group would be still higher. Associated with the higher proportion of Canadians on the staffs of the French-speaking universities is a much higher degree of attention to Canadian subject matter in the curriculum in both sociology and anthropology. Indeed, the Commission heard some compelling arguments that it has been only at these universities that serious and sustained attention has been devoted to some of the major Canadian concerns in sociology and anthropology.

Does it matter that Canadian faculty members are often in a minority, or in the junior positions, of so many departments of sociology and anthropology at the English-language universities? It appears that it does in at least some instances. The Commission heard arguments, and carefully examined several cases, in which it seemed clear that course content and/or hiring practices were affected by this situation. Often unconsciously, but sometimes perhaps consciously, the policies of departments in which Canadian faculty members were in the minority or in junior positions showed an apparent bias against hiring Canadian scholars or including Canadian courses in the curriculum. As one correspondent noted, 'it was clear that they wanted fellow Americans, with publications in the American tradition'. Another commented, 'you just try to convince the American sociologists presently here that Canada is worth studying'. Some American sociologists were even forthright enough to tell the Commission that they would not hire Canadians for 'their' departments because 'once one hires a few then they will be pushing for more and more'. It is no wonder that the Commission encountered Canadian sociologists and anthropologists employed at Canadian universities who reported that they were made to feel foreigners in their own land. More often than not, however, it was not that there was any plot to keep out Canadians or to downgrade deliberately courses oriented to Canadian concerns. Rather, it was that good scholars trained in one national tradition were blinded to the possible merit of scholars raised in another tradition with academic interests that related to their own country.

In a number of instances, when it could do so with the permission of the individuals involved, and when the facts seemed to warrant such action, the Commission drew the attention of university officials to some of these situations, sometimes with favourable results. However, it would urge every university administration to look carefully to see whether such abuses are occurring on its own campus. It must be recognized, however, that it is often difficult for even the most senior university officers to deal effectively with these problems at a time when departments at many universities have assumed virtually total control over their own hiring policies and over the planning of curriculum. In many of these situations, the existing personnel at the departmental level are in a position to perpetuate their own kind and their own programmes, almost regardless of the wishes of the university. And they are doing so.

The Commission's inquiries supported various studies, and indeed the common sense observation, that in sociology and anthropology, as in other fields, Canadian scholars are, on balance, more likely to be knowledgeable about and interested in Canadian subject matter than are faculty members who are citizens of other countries. One such study, dealing with the social sciences but focusing on sociology, found that, for example, there are notable differences in the academic interests and professional orientation of Canadian and American sociologists holding appointments at Canadian universities.[51] In general, American sociologists favour the highly 'scientific', 'quantitative' and 'empirical' specialties, whereas Canadian sociologists are more likely to indicate a special interest in institutional and social organizational analysis, and social problems, which may suggest a greater attention on the part of Canadian sociologists to systemic problems in Canadian society. The study also found that probably more than 20 per cent of the American sociologists at Canadian universities belong exclusively to American professional bodies, suggesting that their orientation is 'continentalist' in nature in that their principal loyalties remain with their native American professional organizations. Understandably, many American teachers

> continue to orient themselves to the labour market in the United States and presumably some are merely waiting for the most propitious moment to return to it. This being the case, they tend not to concern themselves with Canadian history or thought, nor to orient themselves to the value system which has evolved in this country.[52]

The problems posed for Canadian studies in sociology and anthropology by the higher proportion of non-Canadian faculty members, in particular Americans, holding positions in these disciplines at Canadian universities are often compounded by the fact that so very many of the Canadian faculty members teaching these subjects also took all or most of their post-graduate studies in the United States. A survey of sociologists and anthropologists conducted in 1970 by the Canadian Sociology and Anthropology Association revealed that most of the full-time faculty members in these two disciplines in Canadian universities obtained their highest degree in the United States. Sixty-one per cent were American trained, and only 18 per cent were Canadian trained. The Commission's own inquiries indicated that the situation has not changed markedly since the CSAA survey was conducted. As the Association pointed out in its extensive brief to the Bonneau-Corry Commission, where an individual obtains his or her post-graduate training will substantially influence his research interests and also the kinds of presuppositions and methodological biases he will bring to bear on both his research and teaching.

> He will transmit cultural influences along with disciplinary ones. He will conceptualize his research problems, organize his endeavours, train his students, and relate to his local society in ways that will be strongly and pervasively influenced by his own experience of becoming "professionalized" in graduate school. The models of academic, administrative, and social behaviour presented to him in his graduate school will frequently be the kinds of models he will seek to impose upon his own work situation and his colleagues. It is thus of critical importance to know where our scholars receive their higher training.[53]

Many of these Canadian students have returned to university appointments in Canada from their post-graduate studies in the United States imbued with an American approach to and conception of sociology and anthropology, which they proceed, in turn, to inculcate in their own students. In doing so, they are seldom intending to propagate a particular and limited concept of these disciplines that is American in its nature. On the contrary, believing that the social sciences are indeed sciences, they are proceeding to teach about and to search for the universal principles of social organization and social behaviour that they learned about in the United States. They have been taught that social science knows no national boundaries, and it follows, therefore, that the approaches and values, and research priorities, that they learned are of universal validity. What this assumption ignores is that these disciplines are highly sensitive to the particular society in which they are located, particularly when that society is large, self-contained and preoccupied with its own affairs. Their development in the United States has been no exception to this rule. As a distinguished Canadian scholar in this field, Professor S.D. Clark has pointed out, 'what developed in the United States was an American sociology' concerned with and shaped by the experience and problems of that specific society.[54] Indeed, it was this American character that gave to sociology in the United States its great strength, just as European and British sociology have their distinctive characteristics and strengths. The consequence of this is that many American and American-trained faculty members at Canadian universities, while claiming to teach a sociology and an anthropology that know no national boundaries, are in practice teaching American sociology and anthropology. As Professor Clark has pointed out,

> Sociology cannot be taught simply in terms of abstract principles. Its teaching involves talking about society.[55]

And the society about which many of these faculty members are teaching is that of the United States.

There is nothing strange or undesirable about this, provided that the reality of what is occurring is recognized. Sociology and anthropology are often, in a special sense, concerned with the very character of the society in which we live. They have a responsibility to speak about society to society. The Commission's concern is simply that concepts, priorities, methodologies and interests in sociology and anthropology that are essentially American should not be assumed to be universal and adopted uncritically by these disciplines in Canada, that there should be an open opportunity for Canadian concepts, priorities, methodologies and interests to be developed in these fields, and that a reasonable degree of attention should be directed to Canadian needs and circumstances in teaching and research about them at Canadian universities. The Commission is not suggesting that Canadian sociology and anthropology departments should erect barricades against foreign cultural influences. On the contrary, in these disciplines as in others, scholarship and teaching in Canada have much to gain from the rich academic traditions of other countries. The Commission is suggesting, however, that we must not adopt as our own the academic tradition of any one other country on the grounds that it is the only one deserving of attention or that our own is not worth developing.

Many briefs and representations, and the Commission's own inquiries, indicated that there is at present often a studied effort on the part of many sociologists and anthropologists at Canadian universities to avoid types of study, and subjects for study, that do not appear to fit readily into the American framework of these disciplines. The results are often incongruous and even absurd. Some courses on race relations and cultural pluralism, for example, ignore French-English relations, Canadian multi-culturalism, and the native peoples of this country and focus instead on analyses of race and ethnic relations in the United States. Other courses on urban and rural sociology, on the family, on industrial relations, on demography and migration patterns and even on regional studies rely almost exclusively upon American literature and American examples.

It is not surprising that the Commission encountered a growing concern in many parts of Canada, both in the academic community and among the general public, that sociology and anthropology as taught at many of our universities are not sufficiently attuned to Canadian conditions and problems. This concern has been well summarized in a recent editorial by Raymond Breton in the *Canadian Review of Sociology and Anthropology*, which lists the main criticisms of those who feel that these disciplines as reflected in the contents of the *Review* are not making their proper contribution to an understanding of Canadian society. The charges are made, for example, that scholarly writings in these fields at Canadian universities are uninspired by the major problems of our age, are not relevant to the social issues we face in our own society, do not contribute to an understanding of the dynamics of our institutions, ignore regional variations in the culture and social structure of this country and contribute little to the study of nation-building and of collective identity formation in Canada.

> For an ethnically differentiated society, in which ethnic issues have been almost continuously at the centre of political and social life, there is little to contribute to the analysis of multiethnic societies. For a regionalized society there is little study of regional inequalities and of societal integration. For a society with regions different in their ecology, culture, and history, there is little attention paid to comparative social structure. For a rapidly changing society, there is little on the study of the evolution and change of social institutions, patterns of power relationships, and demographic trends. For a society that has in many ways a distinctive history and a distinctive combination of economic, cultural, ecological, and demographic conditions, there is little . . . that is distinctively Canadian.[56]

The Commission's inquiries revealed that many of these criticisms are well-founded. At most of the English-language universities of Canada, in particular, it would be appropriate for more attention to be directed in sociology and anthropology to Canadian subject matter in both teaching and research. As the Canadian Sociology and Anthropology Association has itself noted, there is a need 'to substantially increase research that deals with Canadian socio-economic and cultural history and present circumstances, and which provides a comparative perspective on Canadian society'.[57]

Sociology and anthropology in this country do need to become more firmly rooted in Canada, more concerned with the many regions and people of Canada and more committed to the study of Canadian society than they have been in the past. There should be a stronger emphasis in these disciplines upon many specifically Canadian matters, such as studies of federal, provincial and municipal organization, teaching and research about cultural diversity and conflict within Canada and the examination of particular communities, particular ethnic groups, particular occupational arrangements and particular problems of Canadian cities and rural areas. Without many more studies of these kinds, our knowledge and understanding of Canada will be incomplete. A study of the traditional cultures, the historical role and the contemporary situation of the indigenous peoples (Indian and Inuit), for example, is essential to an understanding of Canadian society and of Canada as a nation, although this fact is still little recognized. There is a great need for research on the Canadian family. Little has yet been done to explore the sociology of science and technology in Canadian society. A greater effort should also be made to provide Canadians with a view of their society in its international context, indicating the parallels and dissimilarities between this and other societies, and the relationships between the cultural and social structures of Canada and those of other countries.

The Royal Commission on Bilingualism and Biculturalism pointed to the need for far more research concerning every aspect of Canadian cultural pluralism. The Commissioners reported that 'a striking fact which emerged from our research into cultural groups other than the British and French in Canadian society is that so little is known about the subject'.[58] They, therefore, urged Canadian scholars and learned societies to give high priority to research concerning, for example, immigration and ethnic relations and their effects upon our social, economic, political and cultural life. The Commissioners observed bluntly:

> As far as a sociology of ethnic relations exists, it is mainly American. Although much can be learned from research carried out in the United States, the conclusions reached are frequently not applicable to Canada.[59]

New directions in sociological and anthropological research in Canada should go hand in hand with major reforms in the sociology and anthropology curriculum. The Commission's examination of Canadian university calendars and reading lists, together with information provided at the Commission's public hearings and in briefs, made it clear that many courses in these disciplines almost completely ignore Canadian questions and illustrations. As noted earlier, courses on race and ethnic relations, for example, will often refer only indirectly or by analogy to the problems of French and English relations in Canada, yet they will investigate with some thoroughness race and ethnic relations in the United States. Similarly, courses on kinship, societal integration, urban sociology, demographic trends and diverse cultural studies will often examine situations in the United States at length while Canadian problems and circumstances are neglected.

In a provocative study of the role of national courses in the teaching and development of sociology in Canada, Professors R.A. Hedley and T.R. Warburton, noted that courses in Canadian society typically appear to be 'a recently introduced second or third year elective with a moderate enrolment'.[60] Of forty departments replying to the authors' questionnaire, twenty-seven were then offering or had previously offered a course on Canadian society. All but seven of these courses were introduced after 1965. In only rare instances was a Canadian society course found to be an obligatory part of a major programme. Generally, it was utterly outnumbered by the array of other courses offered in most Canadian sociology departments. Consequently this course had 'a low potential for overwhelming impact on the kind of sociology graduates we produce'.[61] The Commission discovered little evidence to indicate that there had been much change in this regard since the Hedley-Warburton study was done.

Professors Hedley and Warburton were themselves of two different opinions as to whether or not courses on Canadian society are of value. However, the Commission notes that similar courses dealing with their respective societies are offered at universities in the United States, Britain and Australia, in the belief on the part of the faculty involved that there is merit in students of sociology knowing the structure and development of their own society. The Commission shares this view and would, therefore, recommend that such courses be continued at those Canadian universities that have them and introduced at those universities that do not. Perhaps more important than the need for specific courses dealing with Canadian society, however, is the need for a pervasive awareness of the Canadian context throughout the curriculum. The Commission notes that there has so far been little academic study of the development and current nature of the sociology curriculum in Canada. It believes that such studies would now be timely and helpful.

Numerous submissions to the Commission urged the need for courses, at both the undergraduate and graduate levels, in such interdisciplinary areas as the process and structure of industrial organizations; the relationships between industrialized and underdeveloped nations; the cultural and political effects of economic dependence; ethnic and regional relations; the impact on local situations of large-scale changes resulting from transportation and resource development; and the position of the native peoples in Canada.

The availability in sociology and anthropology of published materials dealing with Canadian questions and circumstances will play a central role in determining the amount and kind of attention devoted to the Canadian experience in courses in these disciplines in future years. Professor Patricia Marchak has commented upon the scarcity of such materials in a recent paper:

> Cultural and social studies of Canada have a short bibliography. The short bibliography appears to have two causes: one is the paucity of material, and the other is the inadequacy of reference material in covering what does exist.[62]

Fortunately, studies of Quebec and to a lesser extent of other parts of French Canada have been more extensive than investigation of the country in general and this is reflected in the state of the literature on this subject. The literature on French Canada as well as being more developed is also often more readily accessible through such journals as *Recherches Sociographiques* and *Sociologie et Sociétés*. Such publications and a number of excellent bibliographies have greatly facilitated the study of French Canadian society. Similarly, research on the sociology of native peoples has been both cumulative and prolific and this has, in turn, led to extensive publication and to the preparation of substantial bibliographic materials. However, studies of Anglo-Canadian institutions and culture, and ethnic group research, have developed more slowly, and there is an acute need for more research and publication in these broad fields.

Briefs and letters received by the Commission have referred to the gradual increase in the amount of Canadian literature available in sociology, noting in particular the fields of deviance, urban sociology, stratification and population. Most emphasize, however, that this literature is still often Canadian in subject matter only – not in perspective or style or analysis. Again, it is clear that much more must be done to ensure that research tools and techniques fit the needs of the distinctive society and conditions under examination in Canada. The Commission believes that greater efforts are required to develop and utilize Canadian materials in sociology and in anthropology. Increased attention should also be paid to bibliographical work in these disciplines, and especially to ensuring that Canadian-oriented materials published, for example, in American periodicals, can be more readily identified as being Canadian and thereby more readily utilized by Canadian students. The current system of classifying publications in the fields of sociology, and, to a lesser extent, anthropology makes it difficult to identify Canadian research materials. Many of the Canadian case studies that have been published have appeared in American or British journals, or been produced by American book publishers, so that they are easily missed in compiling a bibliography of Canadian materials.

Research, and bibliographic work, are needed in the main institutional areas of the disciplines, including kinship and family; industry and economy; law and juridical institutions; politics; media; education, and religion. In addition, work is needed in such areas as demography; group and regional studies; social history; social philosophy; history of theory; linguistics; myth and folkloristics; criminology and deviance; and class or stratification, as well as in other areas already mentioned. Work has scarcely begun on the great task of identifying and making use of the mass of primary sources available to support research and teaching in the sociology and anthropology of Canada.

To maximize the contribution of the research efforts of sociologists and anthropologists in Canada, the Canadian Sociology and Anthropology Association has noted the usefulness of preparing some 'delineation of research areas of high priority'. In its response to the Bonneau-Corry Report, the Association has called specifically for intense study of areas such as method in the social sciences, value systems, social pluralism and minority problems, social movements and the concepts and implications of progress and development. Much basic data and analysis to support research on these and other themes may be provided by the Census Research Programme jointly organized by Statistics Canada and the Social Science Research Council of Canada. The SSRCC's Statistics Committee has begun consultations with Statistics Canada on research needs related to 1981 census planning. Sociologists, anthropologists and other social scientists have been encouraged to participate through the SSRCC in making known to Statistics Canada their needs in the area of census data.

An increase in the attention devoted to Canadian subject matter in the sociology and anthropology curriculum at Canadian universities will depend largely upon the success of efforts to encourage scholarly research and publication relating to Canadian concerns in these disciplines. Still more, it will depend upon the continuing recruitment of faculty members who are sensitive to the academic and cultural environment of Canadian society, who are interested in and knowledgeable about the problems and issues of this society and who wish to foster learning about Canadian sociological and anthropological matters.

A number of leading Canadian sociologists expressed the view to the Commission that their profession was now so totally alienated from Canadian concerns and values that it was time to consider re-inventing sociology as a discipline at one or two selected universities in Canada. If this could be done, they suggested, it would provide a fresh chance to develop at least a few major centres of Canadian sociology. Having looked closely at the situation in sociology at many of our universities, and inquired carefully into a good many of the problems and circumstances described to it, the Commission understands very well the conditions that cause so many able, and often younger, Canadian sociologists to share the sentiments contained in such a suggestion. There is, indeed, a real danger that sociology, and perhaps to a lesser extent anthropology, as fields of scholarship in Canada will become so oriented to American interests, values, methodologies and research priorities that they can no longer effectively serve the academic and social interests of this country. In this situation it would make sense for a number of universities to develop a role as centres for Canadian studies in these fields.

The Commission believes, however, that in all the universities of this country both teaching and research in sociology and anthropology should contribute to an understanding of the culture and social structure of Canadian society and of the various regions, communities, cultures and family units that comprise it. An appropriate emphasis on the study of significant issues in the institutional and cultural experience of this society need not imply a lack of attention to the study of other societies. Nor should it imply any exclusion of comparative research. On the contrary, it should make possible the development of much more effective comparative analyses. There is no contradiction or irreconcilable conflict involved in fostering a Canadian discipline and in contributing to true universality in the social sciences. As Professor Raymond Breton has noted, the opposite is the case: 'Social theory can only benefit from confrontations with studies of distinctive experiences – societal, institutional, individual – occurring in specific sociohistorical and ecological contexts'.[63]

Some Other Areas of Opportunity and Need for Canadian Studies in Curriculum Development

In addition to the foregoing observations, which relate primarily to some of the traditional disciplines with which Canadian studies are most commonly associated, there are many other areas of study in which a significant amount of work in Canadian studies is already taking place or in which notable opportunities exist for the development of Canadian studies. It may be helpful, by way of illustration, to note briefly here the opportunity and need for Canadian studies in a number of these areas.

Environmental Studies

The Commission received many submissions pointing to the increasing interest in and importance of environmental studies, and to the need to direct more attention to Canadian problems and conditions in this field in both teaching and research. The Commission shares the concern expressed in these representations. It notes and welcomes the fact that there has been a substantial growth in the amount of attention devoted to environmental studies at Canadian universities. None the less, it believes that far more support must be given to academic activity concerned with this critically important subject, by Government, by donors and by the universities themselves. In particular, the Commission wishes to draw attention to the obligation that Canadians have, both to themselves and to others, to gather and study the facts, to examine the issues and to address the problems directly concerned with the environment in this country. Even in many of the co-operative, international programmes to alleviate world environmental problems, Canadians will often be able to make their most helpful contribution by focusing on circumstances and conditions that can most readily be studied and dealt with in or from their own country.

The need for more work on Canadian environmental problems is discussed more fully and specifically in the two succeeding chapters of this report, which deal with the sciences and the professions. However, it is appropriate to refer briefly to this subject here because of the growing recognition that, in order to be effective, the study of environmental issues must embrace many disciplines in the humanities and social sciences, as well as in the sciences and professions. The environment can be and should be studied from the varied viewpoints of the biologist and the sociologist, the chemist and the political scientist, the geographer and the economist, the physicist and the historian, the anthropologist and the lawyer and many others. Aspects of each of their disciplines relate to Canada's environmental concerns. It is, therefore, important to draw upon the contribution each discipline can make to our understanding of environmental problems and to the resolution of these problems.

Although recognizing that the global dimensions of many environmental issues will have and should have a most significant influence on curriculum development and research in this field, the Commission believes that environmental studies in Canada must have a major Canadian studies component. The vast land and water surfaces of this country, the marine environment of three surrounding oceans and the diverse ecosystems of Canada offer major challenges to environmental researchers. Canadians are becoming more and more aware of their cultural identity. In some instances there has perhaps been some straining to discover components of our culture and situation that are uniquely or particularly Canadian. But, as the brief from one university faculty of environmental studies noted, no exaggeration is required to point out the distinctiveness of many of the physical and biological properties of Canada. The environmental studies curriculum at Canadian universities must be sensitive to both the particular physical circumstances and the particular patterns of social and economic development in Canada that will often pose environmental problems not only distinct from those in other countries but also different from one region of this country to another. Canada's great diversity may be a complicating factor in the development of environmental studies programmes, some of which are already evolving regional specialization. Ultimately, however, such variety is a valuable asset.

Marked expansion has been experienced in the field of environmental studies in the last half decade. Programmes have been developed that combine traditional courses in new ways. New courses have been designed that deal specifically with environmental matters. Faculty members from a variety of disciplines have come together to pursue their common interest in the subject. At several universities a broad internal division has been adopted between work in environmental sciences and in environmental studies, the latter defined to include examination of the complex social, economic, political and legal factors affecting the human response to the environment. The Canadian dimension is particularly apparent in the social aspects of environmental issues, and representations to the Commission lamented the shortage of Canadian-authored materials needed to demonstrate this point effectively to students.

The rapid development of environmental studies programmes has not occurred without controversy. Vigorous debate, for example, about the appropriate relationship between environmental studies programmes and existing departments has resulted in a wide range of different approaches that emphasize the traditional disciplines to varying degrees. Similarly, there has been lively disputation about whether programmes in environmental studies should be developed at the undergraduate level, or only in post-graduate studies. Many scholars who corresponded with the Commission on this subject were agreed that although the capacity to synthesize knowledge in the environmental field is one ultimate goal in training student, that goal may often best be realized by providing a specialized education in one environmentally-oriented discipline at the undergraduate level. However, the importance of interdisciplinary co-operation in analysis and problem solving was also emphasized, particularly at the graduate level. This point of view has been strongly argued in an article by Professor George R. Francis of the Faculty of Environmental Studies at the University of Waterloo:

> I would contend that an environmental education programme should be very wide in scope and encompass "environment" from all of its many definitions and aspects. The studies encouraged by it would range over the complex interrelations of Man with the biophysical socio-economic and man-made physical environments in its attempts to understand better the main features of these systems within which Man operates, and this would be in no way limited by the conventional and arbitrary boundries set by the established academic disciplines.[64]

On a similar theme Dr Patrick McTaggart-Cowan has urged that, in addition to specialists, Canada requires generalists trained to synthesize knowledge about the environment from the point of view of a number of disciplines, 'people who can apply this knowledge to whole ecosystems'.

> If, for example, I want to explore the alternatives to platinum as a catalyst for the exhaust problem in automobiles, I am going to depend on somebody who is at the cutting edge of knowledge in gas treatment or in the design of automobile engines. . . . But when I am talking about the "Conserver Society" and about how to bring it into focus for the whole of society, I do not want that specialist. I want him working on the combustion engine. I need a synthesizer who will take an holistic view of it and put the webs together in an understanding way. But we are not

> turning them out, we are not training them. You can not get a research grant in Canada for that type of synthesis . . . .
>
> I think this is a side of the coin that we really need to look at and perhaps that is one of the reasons why all of us are unhappy about the quality of our environmental, social, cultural and economic impact analyses.[65]

It is clear that impact analysis is one field among many in which there will be a greater and greater demand for people with both specialized knowledge and a broadly-based background in environmental studies. 'Technology assessment', as it is sometimes called, may in fact become one of the most important means of guarding our quality of life against the unintended but detrimental effects of man's own inventions. Too often in the past, we in Canada, like people in other countries, have been careful to assess only the primary effects of a particular technology, that is, those results that the invention was designed to produce. We have not been giving enough thought to an invention's second, third or even higher order effects that may render it dangerous or harmful to the environment. Because so much technology used in Canada is imported, we lack control over its development, and we are limited in our ability to bring about desired modifications. Moreover, we are frequently without the background information required to evaluate specific products and processes in the Canadian context. Transportation, communications and northern pipeline construction are just some of the major areas in which the Canadian data base is often too meagre to allow for the safe and effective introduction of new technology. There is an urgent need to develop Canadian standards and procedures for technology assessment through the active co-operation of industry, Government and the university community. Canada will need to train large numbers of qualified technology assessors to advise legislators, public and civil servants, the judiciary, the business community and others who may be involved with the application of such standards and procedures.

Outside formally-designated programmes in environmental studies the Commission was pleased to note that, in a number of universities, courses on the economics and politics of the environment in Canada are offered by departments of economics and political science, respectively. Canadian environmental studies are also beginning to receive attention in the curriculum of such disciplines as history, philosophy and sociology. At the same time the amount of attention directed to these studies in biology and geography has increased. In all these areas, however, commentators stressed the clear and immediate need for more research and scholarly publication to support such teaching. Other submissions noted the need for greater awareness of environmental factors in most programmes of engineering, commerce, urban studies, architecture, transportation, medicine and law, and the need for the teaching materials to support this development.

In view of the growing interest of the general public in questions about the environment, and the importance of a balanced perspective in responding to expressed concerns, many submissions urged that universities should more frequently offer non-credit information courses, or at least public lecture series, on topics relating to Canadian environmental problems. The Commission warmly supports this suggestion. Individuals and groups active in environmental projects in both the public and private sectors should be asked to participate in such courses or lectures. Dr McTaggart-Cowan spoke for many others when he placed strong emphasis on this aspect of the need for environmental education, noting the confusion and frustration of the general public on environmental matters:

> I think they desperately want some help. They are confused, they are frustrated, they are angry . . . those of us who are in the field [should] get out to the public and talk about the problems and our knowledge. Give them the facts instead of concealing them . . . if we make a concentrated effort to move the facts to the public, to move the interpretation to the public . . . we can make a lot of progress. We can, in Canada, give our whole environmental concern the kind of focus that is now lacking.

Specific topics that could usefully be discussed in this manner to increase public awareness and knowledge about environmental matters include the implementation of the environmental impact assessment procedures already mentioned, environmental rights, energy conservation, and resource policy. Indeed, each of these topics could appropriately form the subject of major national research conferences modelled in some respects upon the Government-sponsored seminar on guidelines for scientific activities in Northern Canada held at Mont Gabriel, Quebec in 1972.[66] A major programme of conferences bringing together representatives of Government, industry and the university community could help to reduce our reliance on what some observers have described as the 'crisis approach' to environmental studies which has been likened to firefighting. The crisis approach, which often means too little and too late, makes a minimal contribution to an improved understanding of the principles underlying environmental effects.

Correspondence urging increased research into environmental conditions consistently argued the need to stress the importance of thorough documentation and long-term investigation. The Commission was advised that greater support is needed for work in basic ecology to allow the development of more adequate ecological theory, and that, for example, comprehensive and planned long-term studies are needed for estuarine ecology, soil erosion and the impact of diversion and river impoundments. Basic surveys of plant and animal life in many areas are needed to improve the predictive capacity of Canadian environmental science. A great deal of fundamental data is needed on the subject of water supply to rivers and the area of in-channel water, energy, and sediment relationships. Permafrost basin studies are required in order to provide information on sub-surface conditions, winter streamflow, and relationships between rainfall and run-off.

The need for such basic and long-term studies is one further illustration of the importance of substantial and sustained financial support for the research into Canadian problems and conditions that the Commission has stressed elsewhere.

Ethnic Studies and Canadian Cultural Pluralism

Canada is unique in the extent and nature of its ethnic diversity. Given the important role that cultural pluralism has played, and continues to play, in Canadian affairs, it should be clear that ethnic studies have a vital contribution to make to a knowledge and understanding of Canada. Yet, as the Royal Commission on Bilingualism and Biculturalism has observed, 'the vast opportunities for research that our population provides have hardly been touched'.[67] Similarly, the curriculum of our educational system, at all levels, still shows little recognition of the multicultural character of Canada.

As an area of academic work, ethnic studies encompasses diverse fields of inquiry and overflows the boundaries of traditional disciplines. Professor Cornelius Jaenen has pointed to the scope for such studies:

> I would include within the compass of ethnic studies such socially discernible and historically documented experiences as immigration history, inter-group relations, race relations, aboriginal history, as well as the study of individual ethnic groups. It flows over into the disciplines of sociology, political science, Slavic studies, linguistics, demography, psychology, human geography, ethnology, anthropology, law and the fine arts.[68]

Ethnic studies is indeed an integral part of Canadian studies and its implications pervade almost every aspect of the study of Canadian society. Ethnicity is a major theme in the history, literature, politics and sociology of our country. To a large extent it is the particular features of our cultural pluralism that give distinctive character to Canada. This point has been noted by Andrew Gregorovitch, the bibliographer of Canadian ethnic groups:

> A study of ethnic groups, where they settled and the characteristics they have contributed to that area, gives us a much clearer idea of what is Canadian. Our ethnic elements are somewhat similar to those of other nations, but our unique composition and the history of these ethnic elements sets our nation apart from the United States, Australia and Britain. As a distinctive Canadian culture grows, it is our distinctive ethnic composition, including our French heritage, which will continue to set us apart from the American nation.[69]

Ethnic studies are not only important to a knowledge and understanding of Canada. The insights gained from an examination of the role and relationships of cultural groups in this country can make a significant contribution to a wider understanding of inter-ethnic relations in the modern world. Ethnic studies is, therefore, an area in which the study of the Canadian experience may well yield something of value to the international community. The potential usefulness of comparative studies between ethnicity in Canada and in other societies, for example, the United States, was pointed out by the Royal Commission on Bilingualism and Biculturalism:

> Canadian society differs from American society in a number of respects that are of direct importance to immigrants and cultural groups. Among these are the greater social role of government, the existence of two linguistic communities, the idea of a cultural mosaic instead of a "melting pot", the fact that large-scale immigration to Canada continued after the United States' policy became restrictionist, the low density of our population, and Canada's proximity to a more populated and more highly developed country. By studying the effects of these factors, scholars could make distinctive contributions to social science, and also help to develop the understanding which must underlie sound social policy in Canada. Since Canada is one of the most technologically advanced of the

> highly pluralistic societies, research on the Canadian experience could also offer other countries more understanding of complex societies.[70]

Although ethnic studies were, until recently, a much neglected area of Canadian studies, there has been a considerable expansion in the academic and public interest in this field in the past half-dozen years. Building on the substantial pioneering contribution made to the study of multiculturalism in Canada by such collectors, writers and public administrators as John Murray Gibbon, Dr Watson Kirkconnell and Dr V.J. Kaye, a growing number of scholars are now teaching and researching in the field of ethnic studies. The Canadian Ethnic Studies Association, founded in 1971, is developing an active programme and has drawn together many of those who share an interest in this area.[71] The broad range of their interests is reflected in the contents of *Canadian Ethnic Studies*, first published in 1969 as the bulletin of the Research Centre for Canadian Ethnic Studies at the University of Calgary and more recently expanded as the official journal of the Canadian Ethnic Studies Association.[72] Seeking 'to promote singly and collectively the interests and aspirations of all ethnic groups comprising the Canadian cultural mosaic, and to help effect greater understanding on the part of these groups of the diverse problems and perspectives of each', the journal takes an interdisciplinary approach. Published biannually, it contains articles, reviews, translations from significant primary sources, oral histories in print and bibliographic information. In addition to the journal, the Canadian Ethnic Study Association publishes a quarterly *Bulletin*, in both official languages, from its office at the University of Ottawa in an effort to acquaint scholars with research in progress in the various discipline areas relating to ethnicity

There have also been important developments in ethnic studies at the regional level in several parts of Canada. For example, the Canadian Plains Research Centre at the University of Regina is acting as a clearing house for information on ethnic studies in Western Canada to assist the newly formed western Canadian ethnic research association.

Both the Federal Government and several Provincial Governments have given substantial support to multicultural activities, including teaching and research. A major initiative in the field of Canadian ethnic studies was undertaken, for example, in the creation of the ethnic history series, following the Prime Minister's speech on the subject of multiculturalism to the House of Commons, 8 October 1971. Scholarly studies of some twenty ethnic groups have been commissioned by the Department of the Secretary of State. The writing of these volumes has, in most instances, been undertaken by individual academics. However, teams of researchers are also being assisted to cover a broad range of topics relating to each ethnic group, including the historical background, social origins, causes of immigration, settlement patterns, population growth, education, religion, values, associations, occupations, family, acculturation, recreation, arts and letters and the press and other media. In addition, scholarly attention is being devoted to the attitudes of each group toward inter-group relations, and developments in their original homeland, as well as to an examination of such special topics as political behaviour, economic circumstances, social mobility, and culture retention.

Many other actions, although often still of a tentative or preliminary nature, have been undertaken by the Federal Government to support ethnic studies as a part of its multicultural programme. Conferences and workshops have been sponsored, research and publications assisted and the formation or further development of societies encouraged. Through both its regular grants and awards, and by means of the Exploration Program, the Canada Council has given strong support to many aspects of ethnic studies. The National Museums of Canada have developed special collections and programmes relating to our multicultural heritage. The Public Archives of Canada has established a National Ethnic Archives to encourage Canada's many cultural communities to record their heritage and to preserve all types of archival documents. The National Library is developing its own collections in this field and encouraging and assisting others to do so.

The activity of some of the Provinces in support of ethnic studies also deserves comment. For example, Ontario, Manitoba and Alberta have each sponsored large conferences, as well as research and publication, in this field.

None the less, as the first annual report of the Canadian Consultative Council on Multiculturalism has emphasized, more support is needed for almost every aspect of ethnic studies, both to make up for past neglect and because of the pervasive importance of these studies to an understanding of historical and contemporary Canadian society.[73] Further research is required concerning every ethnic group in Canada. In some instances, indeed, such research has scarcely begun. The remarkable Celtic contribution to the life of this country, for example, has received little attention. The Commission comments elsewhere upon the neglect of studies relating to the Indian and Inuit peoples, and also upon the need for more studies dealing with the French-speaking minorities outside of Quebec, and with the English-speaking minority in that Province, in addition to the other ethnic groups. The British or Anglo-Canadian heritage is in danger of being taken for granted and ignored by scholars who may fail to perceive that it, too, is a part of the Canadian cultural mosaic.

To help make available the results of scholarship, more support is needed for publication in the field of ethnic studies and for the translation of both source materials and academic writing. Few Canadian university libraries have as yet developed strong collections in ethnic studies. The Commission recommends that, given the importance of the subject to this country, every university library should build up a basic collection in this field and that appropriate universities in each region should develop special collections. Extensive bibliographical work is required. Bibliographies do not appear to have been prepared as yet even for such major groups as the Scottish, Irish, German, Dutch or Welsh, despite their long and substantial role in Canadian affairs. There is at present no complete guide to the ethnic periodical press in Canada. A vigorous programme of archival collecting, in which universities can often play a useful part, is required to secure materials of value before they are lost or destroyed. There is also much work to be done in recording oral history, and there is urgency that this be done while those who could contribute to our knowledge in this way are still available for interview. To help support and co-ordinate these and other activities, it may be desirable to establish a National Institute for Canadian Ethnic Studies. The Commission recommends that this possibility be explored by the Department of the Secretary of State, in consultation with the Council of Ministers of Education, the Canadian Ethnic Studies Association, and the Association of Universities and Colleges of Canada.

The results of such activity in research and publication would bring necessary support to teaching in Canadian ethnic studies, and would make possible an enlargement of the place of ethnic studies in the university curriculum in keeping with the role of ethnicity and cultural pluralism in our society. Such an enlargement should occur both through the expansion of ethnic studies programmes at selected institutions and through an increased awareness of the ethnic studies factor in the teaching of traditional disciplines. In addition, the Commission has argued elsewhere in this chapter the great value to Canada, as well as to the individuals concerned, of the many non-official languages that are spoken in this country, and has recommended that more effort and resources be devoted to the support of teaching and research in the non-official languages by the Provincial and Federal Governments, by the universities and by other levels of the educational system. A recent study has indicated that in the five cities of Montreal, Toronto, Winnipeg, Edmonton and Vancouver nearly one million people amongst the ethnic groups surveyed support the concept of non-official language retention and would welcome expanded educational opportunities to assist those who wish to retain or develop their language skills.[74] The Commission has also noted elsewhere the need for interpreters and translators familiar with the non-official languages and has recommended that this need be borne in mind in the future development of schools of interpretation and translation at Canadian universities. The burgeoning growth of ethnic studies in the school systems of the country, too, will have implications for the universities with their responsibilities for teacher education.

Finally, the Commission notes the particular need for contemporary studies relating to current problems and circumstances involving Canadian cultural pluralism. Many questions of public policy – for example, in such areas as human rights, immigration, education, social welfare and external affairs – are closely related to the ethnic diversity of this country.

Folklore

The Commission wishes to draw attention to the comparative neglect of folklore studies at Canadian universities, particularly in English-speaking Canada, and to urge that greater emphasis be placed on both teaching and research in this field. At the present time only two of the more than sixty universities and colleges of Canada have well-established folklore departments: Université Laval in Quebec and Memorial University in Newfoundland. In 1944 Luc Lacourcière was asked to offer folklore courses and to organize Les Archives de Folklore at Laval. In 1963 Herbert Halpert joined the staff at Memorial University and a few years later organized its folklore department. Both these universities now offer post-graduate courses leading to MA and PhD degrees in folklore, but they are the only institutions in Canada where such specialization is possible.

The lack of undergraduate courses in this field is even more conspicuous. Until just four years ago, when Edith Fowke joined the staff of York University, no folklore courses were offered on a regular basis in the undergraduate curriculum of any English-language university in Canada outside of Newfoundland. Undergraduate instruction in folklore is still available at only two English-language universities other than Memorial – York and Winnipeg – although some consideration is now being given to the possibility of adding courses to the curriculum in this subject at one or two other universities. Among the French-language universities, in addition to Laval, valuable collecting and research work in folklore are being done by the Centre for Acadian Studies at the Université de Moncton and by the Centre for Franco-Ontarian Studies at the University of Sudbury of Laurentian University, where much is owed to the personal dedication of Father Germain Lemieux.

In contrast to this neglect in Canada, folklore has become an increasingly important academic subject in the United States, as it has long been in many of the universities of Europe. A survey conducted several years ago showed that 'nearly every American college and university of any size offers or has plans to offer at least a course in folklore'.[75] The survey listed 170 institutions that were then offering folklore courses in the United States.

The value and, in fact, the academic legitimacy of folklore studies have not been widely understood in Canada by many university administrators and by some scholars in other fields who have questioned the seriousness, utility and merit of such studies. This attitude was summed up in the comment of one university president who felt that it was 'extremely hard to do research in folklore that is more than stamp collecting'. A different, and more realistic, assessment of the value of folklore studies has been expressed by Professor Tristam Coffin:

> Folk literature is the only literature that a vast percentage of the world has ever known . . . . It is the base from which all other literatures have grown. Besides needing it to know thoroughly history, language, literature, anthropology, psychology, sociology, and all studies those disciplines suggest, one needs it for no other reason than to understand his or another's culture.[76]

In part the scepticism about the validity of folklore studies as a field of scholarship, which appears still to be widely prevalent at some Canadian universities, may arise from the fact that much folklore research has a natural regional commitment. This has apparently left some impression that such studies are simply of an antiquarian or curio nature, which have little relevance or interest outside a very localized setting. One brief to the Commission refuted this view in forthright terms, arguing that to restrict the conception of folklore to

> *une dimension locale ou régionale, c'est en ignorer la complexité et l'étendue.* Au départ, le folklore se penche sur des personnes, des groupes ou des régions isolés qui ont mieux que d'autres conservé les traditions populaires. Si l'étude qu'on en faisait s'arrêtait là, elle ne serait que régionale. Mais la description localisée avec sources précises aux témoignages vus et entendus, constitue des points sûrs de comparaison avec les régions voisines, les provinces limitrophes, les pays adjacents, voire les continents où l'on retrouve des parallèles anciens ou actuels des mêmes phénomènes. Le folklore devient alors une étude comparative.

Similarly, there has been some misunderstanding of the value of the collections gathered by folklorists and of their importance as a vital part of our national inheritance. The educational value of even the process of collecting has been pointed out by Professors Halpert and Rosenberg:

> What is important about these collections is not merely that they are significant contributions to the preservation of an old culture which is changing, but that in the process of making these collections students have bridged the modern generation gap. Once more, as in the past, they have renewed the natural contract between the young and the old. They have gone back to the older people in their communities and learned what life was like in the Newfoundland of the past. In other words, they have begun to find their own roots and to learn that the older people, despite their frequent lack of schooling, have had a very rich and viable culture. The knowledge of and pride in their own culture that these young people develop is the true justification of the work of the Department of Folklore.[77]

Much more work needs to be done in the field of folklore studies in Canada. Fortunately, Université Laval has earned recognition throughout the world as a leader in folklore collection and research, and Memorial University is becoming widely known for its work in preserving and analyzing the folklore of Newfoundland. But throughout the other eight Provinces of Canada no work on a comparable scale is yet being done in the university community. The National Museum of Man in Ottawa, however, has recognized the importance of folklore by establishing the Canadian Centre for Folk Culture and by expanding the programme for folklore collecting in which it has now been engaged for more than half a century.

Undergraduate courses, graduate work, research and publication are needed in such areas as the folktale, folksong, place names, traditional costume, folk arts, and occupational folklore pertaining to forestry, farming, the fisheries, the domestic arts and other vocations. Comparative studies, regional and community studies, broad studies of the folklore and myths of Canadian peoples and studies of Canadian literature in relationship to folklore are all required. Bibliographies are needed in many areas, including the folklore of various regions and cultural groups in Canada. Specialized courses are required to prepare students for collecting, transcribing, identifying and classifying materials.

Because of the lack of folklore courses at Canadian universities, the Director of the Centre for Folk Culture now has to go outside Canada to find scholars to carry on in the desired fields of investigation. In the summer of 1972, for example, folklorists from the Universities of Utah, Indiana, California, Pennsylvania, Texas, Northern Illinois, and Norfolk State College in Virginia, as well as from the Ethnological Museum in Haifa and University College in Dublin, were engaged to conduct various types of research among Canada's ethnic groups.

There is still no Canadian Folklore Society to draw together scholars from across the country with a common interest in this field. Nor is there a Canadian folklore journal. Difficulties, chiefly financial, have also been experienced in arranging for conferences or workshops about folklore on a national basis. Such meetings, and a national society and a professional journal, are needed to stimulate more widespread interest in folklore and to assist its development in Canada as an area of teaching and research. The Commission recommends that the Department of the Secretary of State, including representatives of the Canada Council and the National Museums, explore with leading folklore scholars in the university community ways and means to help to initiate a Canadian Folklore Society and a Canadian Folklore Journal. The first step might be to convene a national conference of folklorists to consider these and other questions.

The value of folklore studies as an approach to the examination of total regional cultures has been demonstrated convincingly by the work done at Memorial University. Similarly, the analytic inventory of French folk traditions in North America, on which a group of scholars at Université Laval is now engaged, illustrates the importance of folklore studies to an understanding of total linguistic cultures.

It is time that Canadian universities recognized folklore as a legitimate academic study that has much to tell us about our cultural heritage.

International Relations

As this report emphasizes elsewhere in this chapter and in a subsequent chapter on Canadian studies abroad, Canada's political traditions, economic development and cultural heritage have been and continue to be intimately related to developments in other parts of the world. It is, therefore, essential for Canadians to devote adequate attention and resources to the study of this interaction between our country and the rest of the world. The study of international relations and of foreign policy is not, as some people have suggested, peripheral or external to the study of Canada. On the contrary, it is a central and indispensable part of Canadian studies. To know themselves, Canadians must have a knowledge and understanding of the international context in which their country has developed and exists. This involves the study both of historic antecedents, ties and influences and of contemporary circumstances and events. To know ourselves we must know others and be able to see ourselves in relation to others. Thus, the study of Canada's international relations, and of international relations viewed from a Canadian standpoint, constitute a key ingredient in Canadian studies.

There are, in addition, urgent current reasons for encouraging the development of Canadian scholarship in international relations to meet the needs in Canada for information and for expertise in the various facets of this field of study. The availability of an adequate number of citizens who are well informed about international relations from a Canadian perspective is of obvious importance to our Government and its many agencies. This is true not only in the field of foreign policy but also in the many other areas of Governmental concern that have international ramifications such as trade and commerce, defence, energy and resource policy, foreign aid, science policy and cultural activities. Provincial Governments and many of their agencies have, also, a growing requirement for such expert assistance with the aspects of their activity that frequently involve dealing with jurisdictions outside Canada. Similarly, the increasing needs in this field of the Canadian business community, and of many groups and associations, as well as the desirability of improving public knowledge as a part of the democratic process, point to the necessity of strengthening the attention and support being given to teaching and research in international relations. Business, industry, labour, agriculture, science and education are all increasingly concerned with conditions outside Canada and, like Government, have a growing need for informed advice about external events and situations. More broadly still, many representations to the Commission drew attention to the importance of fostering, through education and research, more knowledgeable reporting and analysis by the media of international events and the implications of these events for Canadians.

Despite these interests and needs, however, the study of international relations and Canadian foreign policy have received little emphasis in the university curriculum. At both the graduate and undergraduate levels, the natural opportunities for such studies in history, economics, political science and geography have seldom been adequately developed. Nor have the avenues of co-operative teaching and research in this field among these and other disciplines been fully explored. Given the importance of this subject to Canada, the extent of the neglect of such studies at the undergraduate level is both puzzling and startling. Although the situation is somewhat better at the graduate level, there, too, the amount of attention directed to international relations and foreign policy studies is still well below the needs of our society. Several centres, including those at Dalhousie University, Université Laval, Carleton University, the University of Toronto, York University and the University of British Columbia do offer facilities for graduate study and research in international relations. At these, and a handful of other universities, work of considerable distinction indicates the value of the potential Canadian contribution in this subject. Moreover, a number of new initiatives in this field are encouraging. At Dalhousie University, for example, where a Centre for Foreign Policy Studies was created in 1971, studies about the formation of foreign policy and factors affecting it are stressed. York University and the University of Toronto are co-operating in a joint programme in modern East Asian studies in which a special emphasis will be given to the areas that are of most direct concern to Canadian foreign policy, particularly in the Pacific. The continuing development of the programme of the Centre for Russian and East European Studies at the University of Toronto has made possible a significant enlargement in the work done in this important field, as have developments at a number of other Canadian universities. Scholars at McGill University are making a valuable and particular contribution to our knowledge of the Islamic world. The growth of Pacific studies at the University of British Columbia is, similarly, adding to our connections with and understanding of many countries on the Pacific rim.

However, the fact remains that nothing like adequate attention is yet being dovoted to the study of international relations at Canadian universities. Moreover, teaching and research about Canadian foreign policy and about international affairs from a Canadian perspective have been particularly neglected. There are, for example, **no** textbooks written by Canadians for Canadian students in the field of international relations at the university or college level. Nor are there any textbooks specifically directed to the teaching of Canadian foreign policy. The production of high quality textual material, in both our offical languages, to support undergraduate courses about foreign policy in the Canadian context must be given a high priority. More support is also needed for scholarly research and publication in the field. Several representations to the Commission urged, in addition, the desirability of now establishing a bilingual academic journal devoted to Canadian studies in foreign policy and international relations.

Much of the research and writing that has been done on Canadian international relations and foreign policy has been historical and descriptive in its nature. Far more research and publication of this kind are still required to cover even the principal themes and events in the field. However, there is also a need for systematic analysis of the determinants of foreign policy behaviour. There is, for example, little data about Canadian public opinion on foreign policy issues, apart from scattered polls. Canadian attitudes to international political issues clearly exhibit distinctive features, which influence the character of Canada's participation in international affairs. Comparative analyses of these attitudes with those of, for instance, British, American and French publics would prove helpful to our understanding both of Canadian affairs and of Canadian policies and actions in international affairs.

Behavioural techniques can also be applied to the study of policy consequences. Noting this, one brief to the Commission argued that more effort should be made to conceptualize and solve the problem of what difference a certain policy made, thus enabling tougher evaluations of the success or failure of Government actions:

> Here, too, there is a need for the development of theory that is more directly relevant to the Canadian experience. Integration theory, for example, which is presently the political scientist's chief tool for predicting the political evolution of the Canadian-American relationship, has been largely developed around strategies for European integration that were first put forward by men like Robert Schumann and Jean Monnet. It may not offer the best means of illuminating the more suble process of "absorption", which many Canadians feel is the appropriate way to characterize what is happening to their national community.

A substantial part of Canada's foreign relations lies not in military or political security issues, but in the functional areas of trade and the economy, social policy, resource policy, cultural affairs, science policy, and the environment. Unfortunately, little scholarship of either a conceptual or empirical nature has been developed in these areas by Canadian academics. This fact, in turn, is reflected in the undergraduate curriculum, where courses even in such obvious areas of important functional interations as Canadian-American relations are rare.

Nor has there been much research and teaching in the area of Canadian foreign economic policy. Apart from a number of often narrowly focused economic studies, carried out by certain public and private agencies, there has been a paucity of research on, for example, the Canadian performance in trade negotiations. Canadian interests are increasingly bound up with the outcome of negotiations of this kind, and there is an urgent need to examine such factors as strategy and bargaining techniques.

This country also requires substantially more research on the political role of multinational companies and international unions and on the foreign policy role of Provincial Governments and private associations. The increasing involvement of various regulatory agencies in Canadian international relations should be explored. In practice, a large part of Canada's foreign policy is conducted by bodies like the National Energy Board. What are the substantive policy effects of funnelling certain external transactions through this kind of institutional mechanism rather than through the foreign policy bureaucracy, or through the legislative process? The comparative freedom of universities from political control gives to them an opportunity, and perhaps also an obligation, to investigate these and similar questions.

Area studies about specific countries or regions in the world are now being offered at an increasing number of Canadian universities. However, Canada's relations with a number of countries and regions with which it has close political, historical, economic or cultural ties still receive little attention in research or teaching in many instances. In light of Canada's developing interest in the countries of the Pacific rim and Latin America, for example, it is astonishing that there are so few teaching and research programmes dealing with our economic and political relations with these countries. Moreover, Canada's political, cultural and trading links with the European continent provide many compelling reasons for Canadian universities to make European studies a more prominent part of the university curriculum than they are at present. At those universities where such programmes are flourishing, they are often directed towards cultural, historical and linguistic studies, while political and economic analysis is neglected.

The study of Canada's relationships with both the Commonwealth and the international Francophone community have also been strangely neglected. There is scope for a wide range of co-operative and comparative studies that might often involve a joint approach by Canadian scholars working with scholars at universities in some of the other countries which make up these two historic families of nations. The absence of courses that examine Canadian-American relations of all but a few Canadian universities is also puzzling. This relationship is now of such fundamental importance to Canadians that it should be the subject of searching academic scrutiny at the universities of this country, both in the classroom and in research.

In view of the lack of attention that international relations in general, and Canadian foreign policy studies in particular, have received in both teaching and research at Canadian universities, it should not be surprising that there are so few experts in these fields in Canada, in Government, in the media, in the private sector and in the universities. The consequences of this situation are both serious and, at times, absurd. For example, at the recent Law of the Sea Conference in Caracas, Canada adopted a position independent from that of the United States, but still had to rely upon the United States for a great deal of the technical data and advice required to support this position. Earlier, when the Nixon administration in the United States introduced its DISC programme, a senior official of the Canadian Department of Finance was reported to have commented on the inability of the Canadian Government to assess, with any exactitude, the impact of this programme on Canada because of the unavailability of Canadian advisers with adequate knowledge of the prevailing United States tax structure.

The general neglect of international relations and foreign policy studies by our universities is compounded by the fact that much of the teaching that has been conducted in this field in Canada has been heavily dependent upon the use of methodologies and assumptions developed in the American context which are often inappropriate to the Canadian experience. The problems inherent in this situation have been noted and discussed on a number of occasions, but little has yet been done to remedy this situation.[78] In particular, few university libraries have yet assembled even the basic collection of materials that are required to support instruction and research in this field. The excellent bibliography prepared by Professor Donald M. Page, which was published two years ago by the Canadian Institute of International Affairs, indicates that over six thousand books, pamphlets, articles and dissertions dealing with Canadian foreign relations were published in the period from 1945 to 1970.[79]

More fundamental, however, than the failure to make full use of available Canadian materials, is the failure to give adequate financial support and encouragement to Canadian scholars working in this field, whose research will in due time produce the publications that are so badly needed. There are serious psychological as well as financial barriers to be overcome in order that appropriate attention and support can be given to this important aspect of Canadian studies. The Commission encountered, more than once, senior scholars and administrators who scarcely troubled to disguise their view that Canada's international relations were at best a minor subject for university study and that they should stay that way.

A more consistent effort must be made to approach international studies from a Canadian perspective, using Canadian sources and respecting Canadian values. Looking at international affairs only or primarily through the experience of other nations, or studying it only in terms of the historical and political framework of other countries, does a disservice to Canadian students and to the Canadian public. By following such an approach, as many now are, Canada's universities are not meeting their obligations either to this society or to the international academic community. The Commission recommends in the strongest terms that enhanced support be available for research, publication and curriculum development in the field of Canadian international relations.

Interpretation and Translation

The particular importance of interpretation and translation in a bilingual country should be self-evident. But, from the neglect of these subjects at all levels of our educational system, it is clear that such is not the case. Canadian universities have an important contribution to make in this area in teaching and research and in the training of highly qualified practitioners.

University programmes in translation and/or interpretation in Canada are now provided at Laurentian University, Université Laval, Université de Moncton, Université de Montréal, Université d'Ottawa, University of Toronto and Queen's University. The training programmes vary in nature and include a two-year MA in interpreting at Université Laval, and a four-year undergraduate programme leading to the degree of Bachelor of Science in Language at Laurentian University's School of Translators and Interpreters. The special field programme in French Language, Translation, and French Canadian Studies at Queen's University, which was established in 1974, is a fourteen course concentration combining a primary emphasis on French with background studies in French-Canadian literature, civilization and institutions.

These programmes are largely of recent origin and, with one exception, are located at Francophone or bilingual institutions. Even when they are working to their full capacity, the existing schools will be far from able to meet Canadian needs for qualified interpreters and translators. More programmes of training and research in these fields are urgently needed, at universities, in community colleges and in conjunction with various aspects of professional education. There is an acute shortage of skilled Canadians in both interpretation and translation. Consequently, it has been necessary for some time either to hire non-Canadians for positions in these fields or to depend upon international schools, principally in Europe, for the training of Canadians wishing to pursue careers in this work. The scarcity of Canadians with formal academic qualifications as interpreters and translators is perhaps illustrated by the fact that nine of the fifteen trained interpreters serving the Parliament of Canada are non-Canadians.[80] Four of the remaining six were trained outside of Canada – in Switzerland, Argentina, Great Britain and the United States. Only one of the fifteen was born and trained in this country. Indeed, because of the shortage of qualified Canadian interpreters, well over half (59%) of the free-lance interpreters employed by or for the Government of Canada on a fairly regular basis are European or British. This is surely a ludicrous situation in a country faced with the challenge and opportunities of bilingualism.

Provincial, local and municipal Governments face similar problems arising from the shortage of qualified Canadians to meet their diverse needs for interpretation and translation services. Indeed, in their case the problem is often still more acute because they are frequently less able than the Federal Government to attract skilled interpreters and translators from other countries. Associations, corporations and institutions in the private sector also face growing needs for the services of interpreters and translators. It is, in fact, clear that the acute shortage of qualified interpreters and translators poses a major problem of national dimensions.

The Commission's own inquiries, as well as many strong representations that it received, indicated the urgency of this problem. It is clearly in the national interest, on a dozen counts, that steps be taken to meet the continuing need for qualified translators and interpreters in Canada. The Commission urges the Federal Government, the Council of Ministers of Education and the universities and community colleges to work together to develop an overall national programme designed to meet this need. Such a programme should include increased support for existing schools, the establishment of additional schools and programmes at selected institutions, expanded research in this field and measures to encourage and assist interested Canadians to develop their skills and qualifications as interpreters and translators.

A national programme of this kind should also include measures to encourage and support the translation of literary and scholarly works, and of textbooks, manuals and other teaching materials. In this regard, the Commission welcomes the initiative of the Canada Council in recognizing the significance of fine literary translation by creating annual awards for the best translation of Canadian literary work from French to English and from English to French. The need for many more translations of primary and secondary works for use in the undergraduate curriculum has already been noted elsewhere in this *Report*. In the absence of larger numbers of effectively bilingual students, this will remain an important practical function that improved programmes in translation can fulfil. It is a sad comment that the recent publication in English of the major body of writing on the 1949 strike at Asbestos, Quebec, comes twenty-five years after it originally appeared in French.[81] In part this testifies to the relative indifference that has heretofore been shown to the use of translations in the curriculum of Canadian universities.

Some particular attention should be directed to the preparation of interpreters and translators for service in commerce and industry. The curent standard of translation for commercial purposes is remarkably low. Indeed, as one brief to the Commission noted, 'virtually every package on the market contains grammatical errors of the worst type'. This situation spreads and perpetuates the misuse of both our official languages, and often contributes to misunderstandings between French-speaking and English-speaking Canadians based upon the faulty use of the language.

The Commission recommends that a job market centre should be set up, as a special unit within the Department of Manpower, to gather information about specific needs and opportunities for employment in interpretation and translation in both Governmental and private fields of activity. Such information should be circulated in good time to all interested institutions so that students and their teachers can be made aware of vacancies. The centre might also keep a national register of qualified interpreters and translators to which potential employers could be referred.

The Commission recommends that the Department of the Secretary of State encourage and support the establishment of a Word Bank in Canada at a university to be selected in consultation with the Council of Ministers of Education and representatives of the academic community. The word bank should be developed as a national resource that could supply, by computer in a matter of seconds, all the specialized vocabulary on any given subject, for example, atomic reactors, arctic mining, steel smelting, art forms, political institutions and educational concepts. This country would serve both its own interests and the interests of the international community by investing in such a project. It is an obvious and natural area for pioneering initiatives by Canadians.

It is not only in English and French that translation and interpretation skills make valuable contributions to Canadian studies. The Commission has noted on a number of occasions in this *Report* the important contribution a knowledge of other languages can make to teaching and research in the social sciences, as well as in such special areas as ethnic studies, native studies and Canadian studies abroad. There is room in Canada, especially at Anglophone institutions, for schools of interpretation and translation that, in addition to offering instruction in English and French, would also call upon local representatives of ethnic cultures to engage in translation and research and to assist with the training of translators and interpreters in some of the other languages that share in the Canadian cultural mosaic.

Canada has a unique position in the world, having English and French as its two official languages and combining with this the advantages of access to other languages through the cultural diversity of its peoples. In keeping with this fact, it should be one of the objectives of our educational system to provide world leadership in the development of programmes and techniques for the training of interpreters and translators.

Native Studies

Until recently, no aspect of Canadian studies has been so neglected by the university community as native studies. For this reason the Commission felt that it was desirable to devote a separate chapter to the needs and opportunities that exist in this important field. It contains an extensive examination of native studies curriculum in universities and community colleges. Additional comment found throughout the *Report* offers discussion of the relation between native studies and other areas of Canadian studies, including art, anthropology and sociology, education, history, philosophy, psychology, northern studies and religious studies. Some particular opportunities and needs for studies and action relating to the native peoples are also noted in chapters on science and technology and on the professions.

Northern Studies

The first phase of a study on *The University and the Canadian North*, commissioned by the AUCC in May 1972, with funding from the Ford Foundation and the Department of Indian and Northern Affairs, was completed in 1973.[82] It contains a useful inventory of university programmes of instruction, research and special projects (including public service). As stated in the introduction, the study was originally intended 'to survey present programmes of Canadian universities in education and research in the North, in order to discover the needs of northern people that are not now being met, and to recommend desirable extensions of the programmes in future'. Both the on-campus curriculum of Canadian universities and extension division services were assessed, in order to consider the relationship between existing university programmes and the development of post-secondary education in and about northern Canada. As the study noted, 'programmes sponsored by southern-based universities in the North are the first to suffer and to be discontinued when these universities come under financial and political stress'.[83] Elsewhere in its report, the Commission on Canadian Studies has addressed the question of educational development in northern Canada, recommending additional programmes at both the university and community college level. It is the intention of the Commission in the following brief discussion, however, to emphasize the need for Canadians not living in the North to appreciate and understand this area of Canada, its particular needs and the extraordinary opportunities and responsibilities it poses for our society. In this section the Commission will also suggest some of the ways in which both reading and research on northern Canada should be more fully developed.

The range and volume of work on northern Canada, itemized in *The University and the Canadian North*'s discussion of some thirty universities, are considerable. However, the study also makes it possible to identify areas of neglect or in which there is need for more intensive work than is now being conducted. An expansion of the opportunities for undergraduate studies of the Canadian North seems particularly appropriate at this time, in view of the widespread public interest in northern affairs and of the importance to this country of such current issues as sovereignty in the Arctic, the rights of native peoples and questions relating to energy and the environment.

There are, for example, substantial opportunities for an expansion of northern studies in Canadian university departments of anthropology, biology and geography. In other areas, such as history, political science, psychology, sociology and economics, course development and research relating to the North have been even more limited. The inadequacy of studies on northern economic conditions and on the national implications of current proposals for northern economic development, for example, should be cause for serious concern. As noted elsewhere in the *Report*, there is enormous scope and need for additional research and teaching about the scientific and environmental aspects of northern Canada. For example, apart from broad analyses, most of the environmental assessment work on both current and proposed pipeline projects in Canada's North remains to be done. Such programmes of research and assessment will now require both time and generous financial support from all appropriate authorities if they are to provide the quality of information that is required. Discussion of archaeological investigations, which face particular difficulties in the North, is found in a later chapter dealing with the study and conservation of Canadian cultural property.

Substantially more research is needed about certain patterns of disease and health problems that are more prevalent in the North than in other parts of the country. It has been found, for example, that Eskimos are twice as prone to cancer as other Canadians, that over the age of twenty-five men have 72 times and women 181 times the chance of dying of cancer of the salivary glands and 155 and 51 times as much chance of dying of cancer of the nose and throat.[84] It is not known, however, whether or to what extent the vulnerability of Eskimos to cancer is caused by their exposure to North American lifestyles and their consequences, including heavy smoking, chronic bronchitis, potentially dangerous air pollutants, radiation from above-ground nuclear testing and other possible factors. Such questions cry out for research by universities and by research agencies in both the public and private sectors. Other needs and opportunities for research relating to the North in the medical and health fields are examined further in subsequent chapters on science and technology and on the professions.

Mention should also be made of the necessity for a stepped-up programme of research aimed at improving the planning of frontier communities in the far northern areas of Canada. The Commission was told over and over again, in briefs and at its public hearings, that these communities are now too often designed by 'Southern Canadian' planners who impose their ideas of community design on the North without taking adequately into account its special conditions. Design as a vital facet of Canadian studies is dealt with more fully in relevant sections of the chapter on the professions.

Although much research and teaching about the North is centred in traditional departments – anthropology, biology, geography and, to a lesser extent, sociology, for example – a large part of university interest in the Canadian North is concentrated at research institutes, or in the work of study groups involving several disciplines, which are listed in the AUCC study on *The University and the Canadian North*. These centres often provide an effective, focal point for scholars from several universities and from diverse academic departments to work together in the area of northern studies. In doing so, they encourage the development of co-operative, transdisciplinary and interinstitutional projects which are of great importance. In such areas as native studies, environmental studies, and transportation, several university programmes have now established a strong northern focus. At the Canadian Institute of Guided Ground Transportation at Queen's University, for example, much emphasis has been placed on a comprehensive analysis of the issues associated with a possible Arctic railway as an alternative to petroleum transmission by pipeline.

Several additional organizations are heavily engaged in northern research and publication programmes or in related studies. The Arctic Institute of North America, an international research institute originally based at McGill University and recently relocated in Calgary, has made an outstanding contribution to northern studies through its multi-volume *Arctic Bibliography* of published materials related to all northern regions of the world. The *Arctic Bibliography*, which has been in compilation since 1947, now extends to sixteen volumes containing some 108,000 annotated items with subject-geographic index. It is now being fully automated to improve substantially its ability to serve as a data base of information on the North and as a facility for the quick retrieval of information. The process, which previously produced a printed volume has now been improved to produce in addition to the printed volume, machine-readable tapes containing the same information. These tapes could be used to increase the resources of any library or research centre.

To cite another example, through the work of the International Biological Programme, scientific panels have examined certain northern problems and have devoted particular attention to the task of identifying representative and unique sites suitable for ecological reserves. The Commission believes that the creation of an extensive system of ecological reserves in the North and in other regions of the country should be actively pursued by Government authorities. Ecological reserves have an important long-term role to play in preserving selected areas for scientific research in Canada. This question is further discussed and specific recommendations are made, in the ensuing chapter on science and technology.

Other northern research needs and a number of major deficiences in our knowledge of Canada's northern regions were identified in the 1972 Mont Gabriel seminar on guidelines for scientific activities in Northern Canada.[85]

A major deficiency in the state of Canadian northern studies is in the area of publishing. Published studies dealing with many important aspects of Northern Canada are, in fact, still rare. No study has yet been done, for instance, on the history of transportation and communication in the Arctic. It is often not realized that this aspect of the history of our country is a long and exciting one, embracing indigenous means of transport in the Arctic, Elizabethan exploration, such developments as the attempted use of steam to reach Boothia by sea in 1834 and the successful use of it to reach Melville Island in 1852, as well as twentieth century developments like the employment and effects of broadcasting, aviation and the snowmobile. The present neglect of the history of transportation and communication in the Canadian Arctic represents a substantial gap in scholarship about Canada.

Moreover, undergraduate and graduate students do not always have ready access to many of the published materials, which appear in specialized journals, in monograph series, or in Government documents. This problem is compounded by the fact that 'so far very little bibliographic work has been done exclusively on the Canadian North', although some useful bibliographies have been compiled for specific sub-regions of the North.[86] Further, as noted in the next chapter, research findings, and statistics and related information, prepared both by Government departments and by industries operating in Northern Canada have too often not been made readily available to the academic community or, indeed, to the Canadian public. This concealment of information has often caused a wasteful duplication of effort and an unnecessary loss of time and money.

Increased attention should be given to northern studies in all the relevant disciplines, as well as by the further development of research institutes and transdisciplinary programmes. The northern reaches of Canada are of such vast proportions, and their importance in the life of our country is correspondingly so great, that the universities and colleges of Canada should make every provision to ensure that they are suitably treated in the curriculum and that knowledge about the region is steadily enlarged through strong programmes of research and publication.

The Performing Arts

The Commission's interest in obtaining information about university courses, research and other activities relating to Canadian studies in this important field – which includes drama, ballet, modern dance, music, opera and theatre arts – was unfortunately not shared by many of those who are responsible, or nominally responsible, for such activities at Canada's universities. Only a few replies to the preliminary survey were received, and few universities, at the official level, dealt with this subject in their briefs and representations, despite repeated and pressing invitations to do so. This fact may in itself say something about the problems faced at our universities by the performing arts in general and by those interested in Canadian studies in the performing arts in particular. The plain fact is that many senior administrators and faculty members are antipathetic to the performing arts as anything but an extra-curricular activity. If there are many members of the university community who still regard the performing arts as unworthy of true academic rank, the number of those who doubt that Canadian dimensions of the performing arts merit academic attention is even higher. Fortunately, some excellent briefs and other thoughtful representations were received from individual artists, faculty members and students, which provided valuable insights into the present state of Canadian studies in the performing arts in the university context. The Commission's review of university calendars, course descriptions and reading lists, as well as of current literature, also provided helpful information about university activities and needs in this field.

It is surprising that so many leaders in the academic community should shy away from a serious discussion of the role of the performing arts in the university curriculum, since about half of Canada's universities and colleges now offer programmes of study in one or more of these areas. Moreover, interest in the performing arts as an area of study, research, practice and creative activity is growing rapidly at Canadian universities. In the field of theatre and drama, for example, the number of applicants for York University's first year undergraduate registration in theatre has been increasing, and the University of Toronto's Graduate Centre for the Study of Drama has been forced to refuse admission to qualified applicants because of limited resources and facilities. Similarly, many faculties, schools, departments and conservatories of music in every region of Canada face serious over-crowding. In general, reports from universities across Canada indicate that, in a time of stability or of some decline in enrolments in many other academic areas, both undergraduate and graduate enrolment in the performing arts is rising and will continue to rise.

The growing public interest in all areas of the performing arts, and the burgeoning development of these arts in Canada, can only serve to spur demands for university level work. Moreover, if the universities give the amount of exposure to Canadian artists – music groups, dance ensembles, theatre groups, opera companies, as well as individuals – that it is appropriate they should do, they will in turn contribute to this rising public interest. Student interest in the performing arts is reflected in the large attendance at artistic functions arranged on campus. Over 5,000 students at Queen's University, for example, attended one or more of the performances arranged as part of the performing arts programme in 1974-1975. The interest of the general community in the performing arts is also reflected in, and stimulated by, the large public attendance at many of the performing arts events arranged by the universities. Universities can make a particularly valuable contribution to the cultural life of their respective communities by sponsoring activities open to the public in the performing arts, and many of them are doing so.

The greater exposure of Canadian artists in the university milieu that is now occurring should also aid in the development of the capacity for critical appreciation on the part of audiences, which would in due course enhance the quality of Canadian performing arts. Again, this development would be reinforced if co-ordinated courses on artistic appreciation, open to university students and the general public alike, were offered in conjunction with the performing arts programme. In connection with the desirability of encouraging a critical audience appreciation of the performing arts, the Commission commends the initiative of the Canada Council in instituting a 'travelling theatre critic' award designed to foster a more closely-knit Canadian theatre community, to provide information about various theatre groups in Canada and to encourage a broader and more national outlook among drama critics across the country. The idea is a good one and it might well be extended to music and other fields in the performing arts.

Despite the widespread public interest and student interest in the performing arts in Canada, universities have been slow – reluctant even – to develop programmes of teaching and of research in this field. Moreover, there appears often to have been a particular reluctance to foster research and teaching about Canadian artists, productions, events, problems, achievements and circumstances in the performing arts. Helmut Kallmann has noted, for instance, the curious contradiction that for years music faculties at Canadian universities 'employed many of the country's major composers but paid almost no attention to Canadian composition and music history as subjects of research and instruction'.[87] Similarly, briefs have drawn to the Commission's attention the tendency at some universities to insert a token Canadian play or opera or ballet in courses dealing with these subjects, much like the token Canadian novel to be found in some courses on the modern novel.

This indifference towards Canadian studies in the performing arts on the part of many senior teachers and administrators has been reflected in the university curriculum. In music, for example, as the head of one university department of music observed to the Commission,

> Very few Canadian universities offer courses in Canadian music. Some, but not many, include Canadian music in other courses (e.g. "Music of the Twentieth Century", "Music of North America") . . . . As a result, the student graduating with either a major or minor interest in music from a Canadian university at the present time does not have a significant background in the musical literature of his own country. The situation has improved somewhat in the past five years but it is far from what it should be.

This assessment was confirmed by several other music scholars, one of whom commented to the Commission that, 'it is painfully evident that the large majority of graduating Canadian music students know little or nothing about the musical developments in their own country, past or present, and assume therefore that these are insignificant and of no importance'. It is regrettable, and inexcusable, that this is the case. The Commission believes that studies of Canadian music should be, to a greater or lesser extent, a normal part of the academic experience of every Canadian music student. Similarly, in each of the other areas of the performing arts a reasonable attention should be devoted in the curriculum to Canadian studies in the performing art concerned: to its history, literature, problems, performers and accomplishments in the Canadian context.

To this end the Commission encourages those responsible at Canadian universities for programmes, departments or faculties of the performing arts to add to the curriculum courses dealing with the Canadian experience and context of these arts. Such courses will contribute to knowledge about this country, as well as to knowledge of the discipline. Often, too, courses examining particular themes or subjects will be of interest and assistance to scholars and students in other disciplines. An examination of the music of the native peoples of Canada, for example, will cast light on the work of anthropologists. A study of the role of musical traditions in a bilingual and multicultural society will be of interest to historians, political scientists and sociologists. Other courses and studies concerning the performing arts in Canada will be of interest to students of folklore, literature, languages, psychology, religion and many other fields. Courses in the performing arts are, thus, required to assist specialists in related areas, as well as those who are majoring in the performing arts in preparation for professional careers in one or another of these arts or as teachers, critics, administrators and researchers.

In addition, many more 'appreciation courses' are required for those who wish to learn something about the performing arts but not to major in the field. The value of such courses to the performing arts, as well as to the individuals enrolled in them, is often forgotten. The performing arts in Canada require well-trained audiences as much as well-trained performers. Indeed, it is the former who will frequently spell success or failure for the latter. It is, therefore important to educate Canadian audiences as well as Canadian performers.

There are substantial opportunities for the development of credit and non-credit courses to promote a greater public awareness of the Canadian performing arts, to encourage their scholarly examination and to prepare graduates for professional careers in this field. There is also a particular need to ensure that those who are preparing to become teachers in the elementary and secondary schools of this country acquire at least some familiarity with past and present Canadian activities in the performing arts.

In addition to the problems of attitude already noted there appear to be numerous other factors contributing to the neglect of the Canadian performing arts at the post-secondary level. These include problems in staffing, the lack of Canadian textbooks and of scholarly publications dealing with Canadian themes and experience, inadequate library and archival holdings, and, at many universities, the lack of facilities in which performances can be presented in a suitable professional atmosphere.

The problems of staffing are particularly acute. There is a pressing need for more and, often, better qualified Canadian professionals to perform, teach, write, research, plan and administer in the performing arts. The present Canadian university programmes are far from graduating sufficient numbers to meet this need. In addition, many promising or successful Canadian performing artists go to other countries. For example, as a recent report noted, many Canadian specialists in theatre arts, 'enjoy a high international reputation and are often wooed away by the opportunity to further their careers in the established (undergraduate and) graduate schools of south of the border'.[88] Ironically, such potential teachers may be replaced by non-Canadian professionals, who cannot be expected, at least initially, to be familiar with Canadian playwrights, performers and designers, and their work. None the less, some of these non-Canadian professionals have formed a strong commitment to the Canadian performing arts and contributed substantially to their progress. It must be noted, too, that many Canadian faculty members in the performing arts have not made the effort to acquaint themselves with Canadian work in these fields.

The universities have an important role to play in the performing arts by helping to provide the necessary training for students and the opportunity for people of established talent to transmit their knowledge to others. Much depends on the attitude of each particular university. One correspondent suggested that older universities were 'more hidebound in their attitude ~~to~~ the creative arts', while some of the newer ones were 'generally more hospitable'. Although there may be some truth in this suggestion, such a distinction between the attitudes of older and newer universities to the performing arts and to Canadian studies in these arts is not uniformly applicable. Moreover, even in those universities where such appreciation is evident, practical responsibility frequently rests with just a few interested individuals who, performing admirably with the best of intentions and with great energy and enthusiasm, are still unable to meet all needs. In order that our universities can draw fully on the talent available to assist with their work in the performing arts, it is essential that administrators and faculty members recognize the potential contribution of professional artists in the university setting. Whether or not such artists have formal academic qualifications should not be the principal consideration. Sometimes it should not be a consideration at all. What is of far more importance is whether they have the knowledge, experience and talents required to teach students in these special fields. Some continuing reluctance on the part of the university community to acknowledge that many performing artists possess those alternative qualifications has held back the development of the performing arts as an integral part of Canadian higher education. Indeed, because of their bias in favour of the academic kind of qualifications with which they are familiar, our universities, instead of hiring professionals in the performing arts, have often hired academics who are in fact amateurs in the very subject they profess to teach.

The growth of Canadian studies in the performing arts is further complicated by another factor: many of the professionals who combine experience and a university degree and who are available to teach in this field in Canada are citizens of other countries, in particular the United States, or are Canadians who have acquired their qualifications and experience elsewhere and not maintained contact with events in this country. The most recent data available from Statistics Canada indicates that, in 1973-1974, of the full-time faculty teaching in the fine and applied arts at Canadian universities, less than 60 per cent were Canadian citizens. Over one-quarter (26.3%) were citizens of the United States. Only 28 per cent of the full-time faculty had taken their highest degree in Canada, whereas over 50 per cent had done so in the United States.

The question of nationality in the educational background of those responsible for teaching the performing arts is only one element in a larger issue. What is more important is the need to resist the temptation to assume that, because Canadian artistic interests, values and performances differ from those elsewhere, they are necessarily inferior. Too often, perhaps, teachers trained in another society may bring with them all kinds of unquestioned criteria and methodologies, which are then knowingly or unknowingly transmitted to their students as if they were sacrosanct and inviolable. The application of foreign models and standards to the exclusion of indigenous traditions can seriously delay, deter or prevent altogether the development of an effective critical appreciation of Canadian approaches to the performing arts. As one musician commented to the Commission,

> I have noted with wonder and horror how our own creative artists have been ignored by our "scholarly" institutions. They find it reasonable to study, analyze, annotate the works of contemporary American, English, French, Russian etc. composers, but not our own. Is that being Canadian, or just foolish? . . . Maybe our composers are not yet masters. Maybe they don't deserve to be iconized and turned into heros. But, if so, let our university scholars be among those who tell us so. They study our music in Arkansas but not in Ontario.

To meet the urgent need for many more Canadians with an advanced knowledge of the performing arts, a special effort is required to expand the opportunities for graduate study in this field at Canadian universities. Because of the present lack of such opportunities in Canada, many Canadian post-graduate students who wish to do their graduate work on Candian subjects in the performing arts are attempting to do so at American universities. Yet, as the submission to the Commission from the chairman of a university department of music education noted, 'it is unlikely that their faculty advisers have any special interest or expertise in Canadian topics and the library resources in these American institutions are probably not adequately equipped for many studies which are of interest to Canadians'.

In the development of graduate programmes in the performing arts the Commission hopes that the need for generalists as well as specialists will be borne in mind. The Commission notes also, the desirability of relating plans for graduate work in one area of the performing arts to the plans for other areas in this field. It commends the approach being followed by Queen's University, which has recently undertaken an integrated review of plans for graduate work in the Departments of Drama, Film Studies, Art and Music.

As an interim measure to meet the need for more Canadian university teachers in the performing arts – in addition to calling upon the help of experienced professionals who may not have academic qualifications – the Commission suggests that some promising young Canadian graduates, who may have no more than their bachelor's degree, be hired, given early leave to pursue their specialty at another institution or in professional practice, and then brought back to teach. Flexible and innovative arrangements of this sort are required both to encourage the development of Canadian interest in university work in this field and to offset the built-in advantage that applicants from the United States now have in seeking university appointments in the performing arts in Canada because of the earlier-established American programmes of graduate work in these arts.

It is perhaps true, as noted earlier, that the libraries of American universities are not well equipped to support those who may wish to study Canadian topics in the performing arts. However, at many Canadian universities the libraries are not much better equipped for this purpose. For example, an examination of the holdings of one university library, which has strong collections relating to Canadian studies in other fields, revealed only three books dealing with Canadian music and less than a dozen all told dealing with the performing arts in Canada. The literature on the Canadian performing arts is not large, and this is all the more reason that every university library in Canada should have at least a basic collection of the publications that are available relating to this important aspect of Canadian life. In addition, at least one university library in each Province or region should seek to develop as comprehensive a collection as possible of publications and other materials about the performing arts in Canada in order to serve as a major centre for graduate work and research in this field. Another possibility is that universities in the same region might agree upon some division of the areas in the performing arts, in which each would then specialize in acquiring research materials in order to avoid duplication of effort and expenditures.

Undergraduate study, as well as graduate research, is severely hindered by the inadequacy of library collections of the presently available materials concerning the Canadian performing arts. In some instances this inadequacy is due to lack of interest or knowledge on the part of the library or teaching staff. But more often it is the result of the limitations in budget and staff which hobble the libraries in the task of locating, acquiring and cataloguing materials in this field. None the less, in some areas, such as Canadian theatre and drama, a number of university libraries are making an excellent start on collections of such material.[89]

Many of the textbooks used by teachers of the performing arts at Canadian universities have been written in other countries. Consequently, and understandably, they tend to reflect the interests, priorities, methodologies and criteria of those countries. It is important to have some textbooks that are written from the perspective of other societies. But it is also essential to have textbooks and scholarly publications that are sensitive to the particular character, history, circumstances and needs of the perfoming arts in our own society. It is clear that in every area of the Canadian performing arts scholarly publication and textbooks are required that deal with the problems, priorities and condition of these arts in the context of this country.

The current lack of published material about the Canadian performing arts is a serious factor inhibiting the growth of undergraduate courses in this field. Historical studies of the Canadian theatre, for example, are still so scarce, and often of such limited value, that students in one undergraduate course on the Development of Canadian Theatre, Radio and Television reported to the Commission that they must make do, for the most part, with such scraps of primary material as they can find. This is not in itself a bad thing. Indeed, the experience of working with primary sources at the undergraduate level can be invaluable to the student, provided that primary source materials are in fact readily available, in sufficient supply and of a quality genuinely worth study. Too often some or all of these qualifications are absent. For example, such primary sources as Canadian plays, musicals, operas, ballets and radio and film scripts are frequently unpublished, out of print or not available in sufficient quantities for classroom use. For example, not one Canadian musical, not even *Anne of Green Gables*, is available in print! Some assistance and encouragement must be given to those who may be prepared to undertake the collecting, editing, publishing and reprinting of such material. The results of a programme to make these and similar materials more readily available would be of assistance to scholars in other related fields of Canadian study, including English and French literature, history, sociology, folklore, anthropology, ethnic studies and political science, as well as to all students of the performing arts in Canada.

Books about Canadian music, too, are still few in number, as the author of a recent paper on Canadian music bibliography has pointed out. 'There are a dozen biographies, a dozen or so essay volumes or histories, and a small number of books about non-Canadian aspects of music by Canadian authors.'[90] It is now fifteen years since Helmut Kallmann's admirable book, *A History of Music in Canada 1534-1914*, appeared and no one has yet attempted the task of preparing a companion history of Canadian music for the critical years following 1914. While there have been some useful essays and collections of essays about music in this country, it is now twenty years since the volume of essays *Music in Canada* examined in broad perspective and in many areas the state of music in our society.[91] The problems arising from the scarcity of books dealing specifically with Canadian music and musicians are compounded by the fact that the general histories of Canada devote little space to the arts and, in most of them, music is seldom given so much as a footnote. Yet there can be little understanding of Canadian historical and contemporary society without some serious examination of its cultural life and of the part played in this life by the performing arts.

Fortunately, more attention is now being directed to the history of Canadian music and to the scholarly study of its role in our society. A recent book, for example, examines music in Canada over the two centuries from 1600 to 1800.[92] Monographs are also in preparation on many specific subjects, dealing with both the cultivated and the vernacular in Canadian music. In particular, the *Encyclopedia of Music in Canada* which is now being prepared should add greatly to our knowledge of this subject and meet the long-felt need for a comprehensive work of reference in this field. The encyclopedia will contain some thirty-six hundred articles, including biographies, institutional studies and examination of such themes as Icelandic music in Canada and Indian music of the Eastern Woodlands.

For all such research and writing, in all of the Canadian performing arts, the indispensable pre-condition is extensive work on the identification, preservation, collection and cataloguing of primary source materials. This important task has only just been begun. There is still, for example, no theatre museum in Canada, and no properly sustained programme has yet been developed to acquire and preserve materials that record and illustrate the history of theatre in this country. Such private collections of memorabilia or photographs or objects of historical interest as are assembled tend to disappear all too quickly once the original collector parts with them. Furthermore, some of the public institutions that should be active in this field are much less active and helpful than they should be in maintaining archival records concerning Canadian artistic endeavours. A comparison between the condition, and the accessibility, of the CBC's archives for the arts and the completeness and accessibility of those of the BBC, for instance, makes only too clear how much more some of our public institutions could be doing to support and assist the performing arts in Canada. It is essential that steps be taken to rectify this and similar situations. The performing arts are, in part, ephemeral, but their residual material, for example, scripts, prompt-books, scores, set designs, lighting and costuming plots, are not; nor are the business records and audio-visual recordings of the performance.

As noted in the subsequent chapter on archives, it is a serious disservice to both teachers and performers that recordings of broadcasting tapes and films are so difficult to obtain for classroom use. The head of one department of music reported to the Commission, for example, that 'only twenty-five of an approximate total of one hundred and fifty-five of the CBC International Service recordings of Canadian music are presently available in Canada'. The Commission's inquiries confirmed this correspondent's suggestion that 'it is easier for a radio station in New York or an embassy in the Far East to obtain recordings of Canadian music from the CBC than it is for a Canadian university or an individual student of Canadian music'.

Fortunately, a number of other private institutions have been much more more helpful in their activities to support the study and advancement of the performing arts in Canada. The Public Archives, the National Gallery, the National Museum of Man and the National Library have all made important and welcome contributions in this regard. The Music Division of the National Library, for example, has already, in its first half-dozen years, made an extraordinary helpful contribution to scholarship in the performing arts by its active collecting of musical Canadiana. By means of this collection, and by drawing also on the resources in its other divisions, the National Library is giving fundamental support to graduate studies and research in the following areas of Canadian musical studies: music history, performance of music, biography, bibliography, popular music, compositions of certain composers, sound recording history and the music trade including publishing and instrument building. It is also providing some assistance to scholars interested in contemporary music, church music, folk music and music education. The Music Division now houses the personal papers of some of the best-known Canadian composers (autograph scores, correspondence, memorabilia etc.), as well as of several associations. In view of the dearth of books and published materials dealing with Canadian music, the National Library has been particularly generous in the assistance it has extended to undergraduates and to high school students.

The Canadian Music Centre has also played an important role in support of the study of Canadian music.[93] The Centre has acted as a central repository for Canadian compositions since its establishment in 1959. Its library now contains approximately 4,000 published and unpublished manuscript scores and some 1,500 recordings of Canadian works. The Centre is, however, much more than an archive, useful though its service in this capacity has been. Its main service has been as an active promotional agent, encouraging and facilitating the performance of Canadian music by providing scores on a loan basis without charge, both in Canada and abroad. The Centre also publishes monographs on individual Canadian composers and on other aspects of the creation, performance and teaching of music in Canada. The role the Canadian Music Centre has already played suggests the possibility that individual university music libraries might be developed to some extent as parts of a total system, each serving as a resource centre for its campus and community with its own essential reference materials, and with the Canadian Music Centre fulfilling a national role as the promotional agent and research centre that could be called upon for more detailed documentation. The Music Centre has already assisted with the development of 'mini-centres' at various universities, notably Mount Allison, Montréal, Queen's and Toronto.

A great deal remains to be done in research on the performing arts in Canada in each of the other areas as well as in music. However, there have been several recent developments that are encouraging, particularly in regard to theatre history, although most work is still of a general or introductory nature. The significance of the *Cultural History of Canada* initiated by the Royal Society, for example, has been mentioned earlier in this chapter. An Institute of Nineteenth Century Canadian Theatre History has been proposed for the University of Calgary. Several scholars have been pursuing research on the theatre history of French Canada. Indeed, a new study on *Le Théatre au Canada français* is in preparation.

A five-year research proposal on Canadian theatre history has recently been put forward by a group of scholars centred around the Graduate Centre for the Study of Drama at the University of Toronto. Recognizing that the steady increase in interest in all aspects of Canadian culture has not been accompanied by the development of scholarly publishing in the field of Canadian theatre history, the proposal entails a comprehensive assessment of research resources and a carefully prepared programme of investigation and publication. The collection and preservation of information and materials on Canadian theatre history will require a large-scale, co-operative effort involving the participation of many people. It is hoped that in time the accumulation of data would allow the preparation of an encyclopedia or companion to Canadian theatre, and a series of papers, articles and monographs on such topics as the history of a particular theatre group, a study of regional theatrical activity or analysis of some representative periods. At the end of the five-year period, the research proposal's formulators intend to produce a comprehensive history of Canadian theatre. The Commission regards the preparation of a substantial research proposal of this kind as an encouraging initiative in the study of the history of the performing arts in Canada, and strongly hopes that it will receive sufficient financial support to be carried through to completion.

There has been a notable strengthening in the attention devoted to the study of the Canadian performing arts at universities in recent years. However, many representations expressed concern that more has not been done and the hope that universities would now expand their work in this field in both teaching and research. The Commission shares this hope. In speaking of the performing arts, we are not talking about an educational frill or some fringe benefit, as some still seem to think, but about the very heart-beat of our culture and communications. Moreover, the performing arts have a role of special significance to play in a bilingual and multicultural country. We can come to know ourselves better through the mirror of the performing arts. We can also, through these arts, come to know one another.

A postscript to one of the submissions received by the Commission summed up the feeling of many of the representations concerned with the performing arts:

> If our universities and community colleges are to train the Canadian artists, teachers, critics and scholars of the future . . . they must be given the resources to do so. These resources are both new and expensive, and the need for them cannot be met by adapting existing classroom space or using "pretend" equipment. The challenge is presented by a society increasingly conscious that the arts offer a positive alternative to traditional educational subjects, conventional careers, and orthodox livelihoods. It is now clear (or should be) that Canada has both a special opportunity and a special need in this regard, as it is through our arts that we define ourselves. This special opportunity and special need must be recognized by giving the creative arts a much higher priority in our educational system than they have had. They are not the fringe, but the core.

The Commission urges the universities, the Provincial and Federal Governments and other granting agencies to give greater recognition to the capital and operating costs entailed in supporting an adequate programme in the performing arts at the post-secondary level in Canada.

Philosophy

The open-ended nature of the Commission's preliminary questionnaire proved advantageous in part because of the degree to which it produced positive responses from academic disciplines and areas not generally regarded as lying within the ambit of Canadian studies. Philosophy was one of a number of disciplines that, it was initially suggested by the sponsors of this Commission, lay outside the scope of an inquiry concerned with Canadian studies. On the contrary, however, numerous briefs as well as strong oral representations confirmed the Commission's own instinct that philosophy has a vital and distinct contribution to make to the scholarly study of Canada.

In response to the Commission's inquiries, eight universities identified some degree of Canadian content in philosophy courses with such titles as Contemporary Social Issues. Other courses, such as 'philosophie québecoise' at the Université de Montréal and The University and Canadian Society at the University of Toronto, focus on more specific philosophical problems relating to Canada. Canadian issues were also reported to be particular subjects of study in a number of courses on Philosophy of Education.

It is not the Commission's intention to argue that there exists a 'distinctly Canadian school or tradition of philosophy', although some of the briefs submitted to it have done so with conviction. None the less, there is now a substantial body of philosophical literature written by Canadians. Much of this literature is highly regarded by the academic communities of other countries. Sometimes unfortunately, it appears to be better known and more highly regarded abroad than it is at home. Moreover, through the years distinguished and gifted Canadian philosphers have developed distinctive approaches and areas of particular interest, both in teaching and in research, which have thus come to be identified with Canadian scholarship in this discipline. Some dominant areas of concern have certainly been manifest in the philosophical work that has gone on in this country during the past century. These have included, for example, the philosophy of religion, the philosophy of history, the history of ideas, the revival of interest in mediaeval philosophy and scholasticism and, in recent years, analytic philosophy in which a number of Canadians have made important contributions to what is now often called 'action theory'.

There is, too, a history of philosophy in Canada that is distinct from the history of the subject anywhere else. It has, to some extent, been studied and written about by Canadian philosophers, such as the late J.A. Irving, and has formed the subject-matter of courses at several universities. The history of philosophy in Canada is in itself an important aspect of Canadian studies, which merits attention and more encouragement and financial support than it has been receiving. The study and writing of this history requires the collection and preservation of the personal papers and manuscripts of those who have worked in the discipline in Canada in a more systematic way than is now occurring. The Commission was dismayed to find that one outstanding collection of published, unpublished and out-of-print materials documenting the history of Canadian philosophy has, in fact, recently left the country because the owner was unable to obtain here the financial support necessary to maintain and develop it and to pursue his scholarly work in this field. This is by no means an isolated case. The Commission learned of other instances in which research material of special interest to the history of philosophy in Canada has been taken from the country because of the indifference shown to this subject here and also because of the greater insight and enterprise shown in these situations by scholars, librarians and archivists in the United States and elsewhere.

In addition to the need to direct more attention to the history of philosophy in Canada, and to the body of literature produced by Canadian scholars, what, if any, Canadian content or orientation is appropriate to the study of philosophy in the universities of this country? In attempting to suggest some answers to this question, it would, first, be helpful to know what philosophy is presently concerned with at Canadian universities. However, a recent survey and report on this subject, prepared for the Canadian Philosophical Association, reached the conclusion that, 'it is clear that we do not have enough information to decide what philosophy is in Canada'.[94] The report noted, none the less, that across Canada the majority of university departments, if they gave an answer to all, said they emphasized analytical philosophy. The survey, although helpful in other ways, was able to cast little light on the research interests and curriculum content of philosophy in Canada.

It may well be, as several representations to the Commission affirmed, that philosophy has no national content, that it properly deals only with questions that are universal, that it transcends the borders created by politics, history and culture. In this spirit, the chairman of one department told the Commission, 'there is no Canadian philosophy as such'. However, he later spoke at length and in hushed tones about the glories of 'American philosophy', 'British philosophy', and 'German philosophy'.

It is, of course, true that philosophy should deal with global wisdom, with ultimate realities, with general causes and with the principles of things. But philosophical reflection draws upon the concrete and the temporal, as well as upon the abstract and the non-temporal. There is a certain organic unity between the thinker and his environment, and this unity may inspire or influence his thought and interests even when these transcend his time and place. In this sense, philosophers, like other thinkers, belong to their milieu. Whether they wish it or not, their roots are in their own time and place. As the philosopher, Hegel, observed:

> Whatever happens, every individual is a child of his time; so philosophy too is its own time apprehended in thoughts. It is just as absurd to fancy that a philosophy can transcend its contemporary world as it is to fancy that an individual can overleap his own age, jump over Rhodes.[95]

The organic unity of philosopher and environment may be something the philosopher will seek to ignore, or from which he will seek to emancipate himself. But for many it will be a source of strength, informing their senses, enhancing their knowledge and stimulating their thought. Universal principles and general causes may be approached and examined in the light of one's own experience and in the context of the experience of one's own society. As the Davies *Report* noted, for example, 'the significance of the intellectual tradition clearly comes out in examining the Laval department and in an important respect the social milieu of Quebec is fed directly into the departmental preoccupations'.[96]

Such considerations were reflected in the presidential address of Professor Jerzy Wojciechowski to the Canadian Philosophical Association:

> Travelling from coast to coast and visiting the campuses spread in a thin line between the vast emptiness of the North and the American border, I have been repeatedly asking myself whether the fact of our living here and now in the context of Canadian reality has any effect on our thinking, whether it influences our teaching or writing, or is reflected in the curriculum of philosophy departments.[97]

There is much to stimulate, and to challenge, philosophers in the cultural and physical environments of Canada. The remarkable diversity of these environments provides, within one country, a multiplicity of perspectives that should invite comparisons, sharpen perceptions and bring philosophy closer to reality. The very complexity of our country – with its linguistic and cultural pluralism, federal structures and geographical variety – creates an array of questions ripe for philosophical reflection. In fact, as Professor Wojciechowski has suggested, 'Canada is a paradise for the philosopher interested in social, political and cultural problems'. However, as he added, 'the sad fact is that as far as philosophy is concerned it remains very much an unexplored paradise'.

In short, this country in its own circumstances poses problems of global interest for students of political, social and moral philosophy and of the philosophy of culture. In thinking through and helping to find wise solutions for some of these problems philosophers in Canada will be contributing to and participating in the universal concerns of their discipline as well as the more immediate concerns of their own society. By exploring, amongst other questions, the problems placed before us in this country, philosophers will attract, and involve in their work, able young minds. By helping their students to think in terms of the problems that most preoccupy them and that best express the reality of their existence, teachers of philosophers will often stimulate the emergence of original thinkers. In doing this, they will also help to create a climate more favourable to the development of philosophy in Canada.

Philosophical work can and does acquire a Canadian orientation when the concepts and principles of particular divisions such as political and social philosophy, philosophy of education, and ethics, among others, are applied to concrete subjects and issues specific to Canada. Examples that come to mind are the studies by Professors Irving and Macpherson of Social Credit philosophy and practice in Alberta,[98] and studies undertaken in recent years by French-Canadian philosophers of the changing cultural scene in Quebec. This point is also demonstrated by the extraordinarily perceptive and imaginative writing of George Grant, and more recently of Lionel Rubinoff and others, on the philosophical issues of Canadian identity and Canadian nationality.

Several briefs and a number of comments at the Commission's public hearings made strong arguments for the role of philosophy in Canadian studies. The essence of these statements was that 'philosophical contributions to Canadian studies programmes are essential if such programmes are to achieve the depth of inquiry that must be attained to give them significance'. The Commission concurs in this view and is convinced that philosophy can and should play an important role in Canadian studies. Discussions of Canadian art and literature, interpretations of Canadian history and political affairs, the moral issues raised by racial or cultural conflict in a unique Canadian setting, will all be rendered more profitable by the participation of philosophers of art, of history, of politics, of morals. Perhaps the most important way in which philosophers might contribute to the development of intellectual strength in Canadian studies is through the philosophical analysis of concepts, some universal, some particularly relevant to the Canadian context. However, different philosophical procedures and traditions have each a particular and helpful contribution to make to the scholarly study of this country and its society.

Among the topics that might stimulate, and profit from, philosophical reflection are studies of the nature of Canadian federalism, identity, community and wilderness. The philosophic foundations of the beliefs of many of the cultural and religious groups in Canada merit study. The culture of the native peoples constitutes a rich heritage, which has so far had little attention from Canadian philosophers. More attention should also be directed to the philosophical roots and conceptual framework of political movements in this country. Other areas of research that relate to Canadian studies include social philosophy in the context, for example, of Canada's attempt to cope with the influence of American technology, the presuppositions of Canadian history writing, and the philosophy of education with specific reference to the Canadian context.

Many vital, current issues in the field of public policy raise moral questions that would benefit from philosophical analysis and reflection. Genetic engineering, crime control, capital punishment, abortion, euthanasia, social conditions and the quality of life, resource and energy policy and many other aspects of the activity of the State pose questions that require such examination. With these in mind, some representations to the Commission suggested the need for special graduate programmes designed to explore moral issues.

Historical and cultural circumstances suggest that Canada might be a natural location for comparative studies of cultural and philosophical traditions, and perhaps in particular of those of the French-speaking and English-speaking peoples. As Professor David Braybrooke has observed, 'an opportunity, distinctive of Canada, to invigorate and multiply responses by anglophone philosophers to current problems offers itself in the co-presence of francophone philosophy'.[99] Such studies might also illuminate some of the distinctive differences between Canadian and American culture by examining the consequences for political and religious philosophy in this country of the fact that both the French and the British cultures in Canada kept a deeper relation with their roots in Europe than did the major cultures in the United States. More broadly still, Canada provides a unique opportunity for the examination of the transference of different kinds of philosophy from their original cultural milieu to new environments.

The failure of philosophy departments to address themselves to these questions has left an opportunity, and a need, for interested scholars in other disciplines to do so. There are now an increasing number of examples of the application of serious philosophical thinking to Canadian problems by academics in other disciplines.[100] Indeed, of the handful of those who have addressed themselves to Canadian issues in a genuinely philosophical manner, only two or three are members of academic departments of philosophy. In these circumstances, there is a real possibility that a growing amount of philosophical inquiry relating in particular to Canadian questions will be conducted outside the departments of philosophy. There is, in fact, a good deal of disappointment among those interested in Canadian studies in other disciplines that so little interest has been taken in these questions by those who are teaching philosophy in the universities of Canada.

Many submissions to the Commission attributed the neglect of Canadian content, problems and approaches in philosophy to the non-Canadian background and interests of a large proportion of the faculty in this field. This may be part of the explanation. In 1973-1974 over 40 per cent of the full-time faculty members teaching philosophy at Canadian universities were citizens of other countries. Over one-quarter of the full-time faculty in the discipline were citizens of the United States. At several Canadian universities, the departments of philosophy were almost wholly staffed by Americans. In the Western Provinces nearly 38 per cent were American citizens. In Ontario 50 per cent of the philosophy faculty members were non-Canadians. However, other factors have also clearly contributed to the neglect of Canadian studies in philosophy, including the simple ones of academic snobbery, reluctance to deal with the obvious and the near-at-hand and deference to the priorities of prestigious scholars in large metropolitan societies.

In spite of the importance of philosophy to so many aspects of Canadian studies, course offerings in philosophy relating specifically to Canadian themes, issues and context are still few in number and limited in scope. Moreover, the published resources available to support and sustain the now marginal position of philosophy in the field of Canadian studies are extremely limited. There is an immediate need, for example, for a bibliography of relevant materials. To foster the systematic and sustained research and scholarly publication required in this field, the Commission supports those who have recommended that Centres for the Study of Canadian Philosophy should be established at one or two selected universities in Canada. The creation of such a centre has, for example, been proposed at the University of Ottawa. Steps should also be taken to develop strong, comprehensive collections of works by Canadian philosophers at a number of institutions. At the same time, the Commission's inquiries indicated that many universities need to take steps to insure that their libraries have at least a basic collection of writings published by Canadians in the field of philosophy. Proposals for the re-publication of important earlier works by Canadian philosophers and the development of a series of critical and interpretative monographs on the work of Canada's philosophers, which have been put forward by the University of Ottawa and by the Canadian Association for Publishing in Philosophy located at the University of Guelph, deserve support. More support is also needed to encourage and assist the publication of new philosophical writing in Canada. If there were greater opportunities for the publication of their scholarly work in this country, Canadian philosophers might be more inclined to reflect upon and to write about problems that relate to the Canadian experience and feel less pressed to express themselves in terms familiar to the potential market in other societies.

More support is required, as well, for seminars and conferences on philosophy in Canada, to complement increased activity in teaching, graduate studies and research in this field.

The Commission hopes that these and other initiatives will serve to stimulate further efforts aimed at understanding the development of philosophy in Canada and serve, as well, to encourage the application of serious philosphical thinking to Canadian problems and conditions. Philosophy has an important role to play in Canadian studies. It is essential that philosophers make their significant contribution to the scholarly study and analysis of the society, environment, culture, institutions, traditions and experience of this large and complex country.

Psychology

When the Commission first initiated its inquiries about Canadian studies in psychology, it was frequently rebuked by some of those working in this discipline and by others who asked, often with some acerbity: what possible role has psychology in the field of Canadian studies? Following its inquiries, the Commission has no hesitation in replying to this question that psychology has a very important role to play in teaching and research about life and behaviour in this country.

While psychology as a pure science may have little to contribute to Canadian studies, psychology as an applied science has a great deal to offer in this field. As a theoretical and empirical study of human behaviour, psychology in Canada is, of course, an integral part of international science, and it has made a first-class contribution to it. However, as an applied science concerned with social conditions and goals; psychology in Canada has the opportunity, and responsibility, to direct its attention to the study of some relatively special, and in some instances unique, environmental, social and behavioural variables. There are many special features about this country that might profitably be the subject of more extensive psychological inquiry. As a brief to the Commission noted:

> Canada covers a massive area of land and water, entirely within the Arctic and North Temperate climate zones. It is occupied by a relatively small number of persons of extremely varied ethnic backgrounds, who have arrived over a long time span, and who have tended to settle in regionally distinct groups. All this is obvious but on the whole and with very few exceptions the consequences of these facts for the psychological functioning and well-being of Canadians have only recently become the subject of systematic enquiry.

The special features of the Canadian environment, and hence of the behavioural setting of Canadians, offer extensive opportunities for study and research by psychologists, which should, in turn, be reflected to a greater extent than they now are in the university curriculum and also in scholarly publication. Three broad aspects of this behavioural setting, among others, invite attention: studies of the North and of other regional features of the country; studies of Canada's cultural, social and linguistic duality; and studies of the cultural pluralism that characterizes so much of this country. In studies of the North and of Canadian regionalism, for example, the influence of such factors as climate, great variations in population density, isolation, difficulties of transportation and communication, the consequences of socio-political fragmentation, and other geographic and demographic facts of life in Canada require examination. Many aspects of bilingualism and of French-English relationships merit psychological inquiry. Similarly, the concept of cultural pluralism, and its attitudinal and behavioural implications, are topics of far-reaching interest and concern. Interpersonal and intergroup relations in the ethnically complex areas of Canada must be better understood, and studies of the attitudes and problems of many groups are also urgently required. In each of these areas, as well as in many others, applied psychology has much to contribute to our knowledge and understanding of Canadian affairs. Through the work of such branches of applied psychology as social, clinical and work psychology, valuable insights can be gained into the nature and problems of our society.

With the thoughtful assistance of a subcommittee of the Scientific Affairs Committee of the Canadian Psychological Association, the Commission has identified nine specific areas for psychological inquiry that may indicate something of the enormous scope that exists for future research and teaching in psychology relating to Canadian studies:

1. The relationship between isolation, low population density and social behaviour is of major current interest in view of national policies directed at 'northern development'. This topic is also of interest as a contrast to the present concern about the consequences of overcrowding in our southern cities. Alienation and attitudes toward federal-regional relations are also topics of significance in our dispersed and discontinuous population.

2. Studies of bilingualism and of French-English stereotypes, attitudes and relations are of obvious importance. Despite sound work on the part of a few investigators, Canadian scholars have barely begun to study these topics.

3. The acceptance of the cultural pluralism policy by the 'third force' and by the 'larger society' is an urgent topic for research. So, too, are studies of multiple intergroup relations in ethnically complex areas of the Prairies and northern Ontario. Studies of Indian and Eskimo aspirations, and of their attitudes toward the majority of the population (and vice-versa), are also urgently needed.

4. The psychological effects of isolation (for example, stress and breakdown) need to be studied, especially in the context of extreme temperatures and plural ethnicity.

5. The problems of bicultural persons who may be in an ethnically 'marginal' situation deserve research attention. Bilingual persons, too, may manifest conflict that may be associated with stress.

6. The mental health of migrants, both in stable regional communities and in the larger cities, is a topic that requires study in this country, where cultural supports are deliberately provided.

7. Many questions relating to the selection and training of personnel for northern posts require extensive and sustained study. The acceptance of isolation and the ability to interact with the native population, for example, may be incompatible. The design of congenial and safe accommodation (both private and work) for the North is also important.

8. Selection processes may pose special difficulties in some Canadian situations in which dual sets of criteria and norms must be considered. Psychologists are only beginning to study the problems of bilingual communication and second language learning in industrial settings and in the civil service.

9. The matching of job roles to culturally-based patterns of ability, especially for native peoples and for migrant workers, is urgently needed.

Indeed, the range and number of topics that could profitably be the subject of study by applied psychology in Canada is large and open-ended. Many of these topics have been studied systematically and it is, in fact, difficult to claim that there is as yet a substantial body of tested knowledge about any one of them. Some of the topics are of broad, international concern. Others, however, are primarily of national interest and concern, and they may lend themselves particularly well to study in the natural laboratory provided by the special features of this country. In some instances, Canadian conditions pose research problems unique to this country, and in many cases it is urgent that solutions be found.

There is, thus, a potential role of great importance for psychology in Canadian studies. While the discipline is international, its applications often require local or national analyses. The particular needs and special features of the Canadian physical and social environment merit greater attention from applied psychology in both teaching and research.

Regional Studies

A growing recognition of the regional dimensions of Canadian studies is evident at many universities across the country. The Commission's inquiries, including an examination of university calendars, of course outlines, and of reading lists, revealed that political science, history, geography and anthropology show the strongest interest in regional studies. There is also an increasing awareness of the important opportunities and obligations for both teaching and research in this area in Canadian literature, economics and sociology, and in certain of the natural sciences, particularly environmental studies and biology. The Commission welcomes the growing attention being given to regional studies, both in discrete disciplines and in interdisciplinary programmes.

Nevertheless, the development of regional studies at the post-secondary level is being held back at many institutions by a lingering conviction that such studies are, by their nature, parochial or antiquarian and lacking in intellectual rigour. Their growth has been handicapped by an impression, still fairly widely held, that the subject matter of regional studies, because it is local and near at hand, is, almost by definition, less significant and less worthy of scholarly attention than the material dealt with in the study of broader themes and more distant events. This view ignores the fact that it is often necessary to study events at their roots in order to understand the broader picture. It grossly underestimates the potential value of local and regional studies as a legitimate and important area of teaching and research.

Regional studies have a particularly important part to play in teaching and research about this community. Because of Canada's varied cultural and social composition, its economic and geographical diversity, and the differing phases in the settlement and historical development of its diverse regions, our understanding of the country and of Canadians must be derived very largely from the study of local and regional circumstances. Regional studies are, therefore, a vital constituent element in Canadian studies. They have a great deal to contribute to our knowledge of larger Canadian themes and issues. Indeed, it is doubtful that these larger themes and issues can ever be fully fathomed without a serious prior examination of the factors involved at the local and regional level that, together, buffet and shape national policies and events.

Given the particular importance of studies to a knowledge and understanding of Canada, it is regrettable that their introduction into the university curriculum has been so long delayed and that, at many institutions, the attention given to this aspect of academic work is still very limited. Regional studies should be recognized as a proper and, indeed, essential element in the university curriculum. In making this recommendation the Commission has in mind both the possibility of special programmes and courses in regional studies and the need to inject some consideration of the regional dimensions of a subject into many other courses where this is now absent. Each university should undertake some teaching and research about the area in which it is located. Indeed, each university has an obligation to give such service to the community that sustains it. This activity will, in turn, improve communication between the university and the community and strengthen their co-operative relationship. It will also often lead to productive scholarship that will add to the knowledge and understanding of both local and large issues.

In addition to a concern with the study of their own locale, universities should ensure that some realistic attention is given in appropriate disciplines to the distinctive features of other regions of Canada. Hard knowledge, rooted in the facts of local and regional circumstances, is needed to give substance to academic theorizing about national events and situations. Moreover, a great deal may be learned from comparative regional studies in which common themes can be examined in the context of the different experiences of two or more regions of the country. Regional studies should involve more than the study of one particular region. It should also involve the study of that region in relation to other regions, and in relation to the whole. The various regions of Canada need to study and to know more about one another. At the present time, for example, it sometimes seems that the East and the West share only a suspicion of the centre and an ignorance of one another.

Noting that regionalism is the legitimate offspring of the marriage of space and time, Professor George F.G. Stanley has pointed to the significance of regional studies in Canadian history.

> The regional approach to Canadian history is a legitimate and a valuable one. Valuable because it is based upon a frank recognition of the regional realities of Canadian life; valuable because it acknowledges the inter-relationship of physical environment and the complexities of cultural and economic arrangements within a given area; valuable because it provides an empirically verifiable interpretation of our national history.

Professor Stanley cautioned, however, that regional history should be carefully conceived as part of more broadly based study and research.

> It should neither be written nor read in complete isolation. It is, after all, but one stone in the national matrix. The poorest regional histories are those which confine themselves purely to provincial boundaries; the best, those that look outwards from the province to the region; and from the region to the nation. Thus, as an aid in understanding the origin, development, present problems and future policy of Canada, regional history is of the greatest importance. That is its justification; that is its claim to the attention of historians as distinct from antiquarians . . . .[101]

Other observers have expressed similar views about the vital role of regional studies in a great variety of academic disciplines, including languages, literature, economics, political science, sociology, anthropology, geography, religion, the fine and performing arts, and many aspects of the sciences, technology, and the professions. Numerous briefs and representations to the Commission have shared the view, expressed in one submission, that for a country characterized by an essentially mosaic pattern, we are singularly ignorant of our provincial and regional life.

The development of regional studies will require a development of library and archival resources and of publication in this field. Fortunately, there are many signs that such development is now well underway. A number of library collections, for example, the Newfoundland Folk and Language Archive at Memorial University, the southwestern Ontario regional collection at the University of Western Ontario's D.B. Weldon Library and the Loyalist Source Material microfilming project at the University of New Brunswick, indicate interest in the acquisition of supporting material for regionally-oriented scholarship, as do similar developments at universities in Quebec and in Western Canada. Scholarship relating to regional and local affairs now appears in a growing variety of publications representing several disciplines. *Acadiensis: Journal of the History of the Atlantic Region*, and *B.C. Studies* are examples.

Some information on the scope of recent research and publishing activity in regional studies in history is given by Professor Carl Berger in his introduction to the survey of 'History Studies in English' for the *Supplement to the Oxford Companion to Canadian History and Literature*. While referring readers to provincial historical periodicals for local history studies, Professor Berger notes, of studies published since 1967, that 'in regional terms there are approximately twenty-five books on the Maritime provinces, about half on the period before 1800; seventy on Quebec and French Canada, almost half on the years before 1783; around seventy on Upper Canada, and Ontario; about 100 on the prairie provinces and British Columbia; and twenty or so on the north and the arctic'.[102]

A brief survey of selected courses now being offered at the undergraduate level also gives an indication of some of the current approaches to regional studies that are being developed at universities across Canada.

Universities in the Atlantic Provinces have developed or are seeking to initiate, extensive opportunities for the study of the Atlantic region. Representative courses currently offered include: The Development of the Maritime Provinces, The Nova Scotia Experience, the Politics and Government of Nova Scotia, Economic Problems of the Atlantic Region, Newfoundland Culture and Society, and History of Prince Edward Island. The Université de Moncton is developing a significant programme of Acadian studies, and several other universities are also showing a lively interest in such studies and in examining patterns of culture and society in the Atlantic region. Courses in science, technology, and the professions are also showing a greater awareness of regional needs and opportunities, for example, in forestry, engineering, marine studies and biology. It would be appropriate if further opportunities for student exchange, with acceptable arrangements for the transfer of credits, could be developed to complement the diversity of these offerings.

However, much remains to be done to enlarge knowledge about Atlantic Canada, both in that region and, still more, elsewhere in this country. The remarkable extent of Canadian ignorance about the Atlantic region was identified by the Newfoundland-Labrador Project team in its research for the Canadian Studies Foundation. A simple questionnaire, based on a grade five Newfoundland textbook, was completed by a representative sample of students from grade four to fifth-year university across Canada. The results revealed an almost total ignorance of Labrador. Not one student at any level of the educational system in any part of Canada passed the examination.

In examining regional studies within the Atlantic Provinces, the work and objectives of the Atlantic Canada Institute merit some attention. The Institute was founded in 1971-1972 by a number of professors to stimulate interest in studies in and of the Atlantic region and to provide a focus for Canadian studies in this area. To this end the Institute has arranged annual summer schools on Canadian and regional topics. The first of these, held at St. Francis Xavier University in 1973, included sessions on such subjects as the Acadians, Nova Scotia Scots, Atlantic Literature, regional Arts and Crafts, Cape Breton Labour History, Indians of Nova Scotia, and Nova Scotia Yesterday and Today. In 1974 and 1975 the summer school was held in Charlottetown at the University of Prince Edward Island. Non-credit courses were given on such topics as facets of Maritime identity, the historical geography of the Atlantic Provinces, regional ecology, the Atlantic fishery, ships and the sea, the Acadians, writing in the Atlantic area, art and artists of the region and Atlantic architecture and antiques. The Institute has also encouraged Canadian studies in the schools and in programmes for the education of teachers. It is proposing to hold a colloquium on Atlantic Provinces Literature in 1976. Unfortunately, the Institute has had difficulty in finding the financial support necessary to carry out its programme. It is now operating on a shoestring budget and through the personal sacrifice of individual scholars who are deeply interested in its objectives. In these circumstances there is some uncertainty that it will be able to continue its valuable work. The Commission believes that there is great value in the programme of summer schools and other related activities conducted by the Atlantic Canada Institute and that similar summer schools focusing on regional studies should be initiated in other regions of the country. Such programmes deserve strong support from the Provinces concerned, from the Federal Government, from universities and from private donors.

In the Province of Quebec regional studies constitute a significant part of the curriculum at both French-language and English-language institutions. For example, at the Université de Sherbrooke the course 'Les Cantons de l'Est, and another, 'Québec', are offered by the Department of Geography and the course Histoire de Sherbrooke et des Cantons de l'Est is offered by the Department of History. In addition, the University's *Centre d'étude des littératures d'expression française* encourages comparative studies of French-Canadian literature in conjunction with its research and publication programme. In the Department of Economics at the Université du Québec à Trois-Riviéres, 'certains cours sont orientés vers les problemes de l'économie régionale, la région de Trois-Riviéres étant considerée comme économiquement faible', while social, economic, intellectual and religious history courses related to the region are offered by the Department of History. There is, as well, a full programme in littérature québécoise that comprises over forty courses. Courses offered at Université Laval focus on the economics, politics, folklore, history, literature, archaeology, sociology and education of the Province, as well as upon the northern regions, ecology and natural resources of Quebec. Undergraduate courses in some of these subjects as well as in other regional studies, such as urban problems and transportation, are offered at each of the other universities in the province. The attention devoted to French-Canadian studies at McGill University, for example, is making an important contribution both to regional studies and to the examination of larger Canadian themes.

Ontario scholars have been accused for many years of passing off as national interpretations what scholars in other Provinces have sometimes regarded as local Ontario mythology. The other side of this coin is the fact that scholars in Ontario have perhaps devoted inadequate attention to the study of the particular qualities and problems of their own Province. There are, however, many indications that regional studies in Ontario and about Ontario are now receiving increasing recognition in the curriculum of a number of universities.

Courses in Ontario history, for example, are taught at a number of Ontario universities including Guelph, Laurentian, McMaster, Wilfrid Laurier, Western and York. The Canadian Studies Programme at Trent University shows considerable interest in Ontario studies. The Lakehead University Calendar states that 'the geography programme at Lakehead University aims at capitalizing on the campus' position in Canada's mid-north. Illustrative material for geographical theory is drawn from the area. All honour graduates are encouraged to direct their dissertations towards topics related to problems of northern living'. The University of Ottawa and Laurentian University are showing increasing interest in Franco-Ontarian studies. Courses in science and for the professions at several universities reflect a new awareness of regional opportunities and needs. These are simply illustrations of a widespread, though by no means universal or fully-developed, desire to increase attention to regional studies of Ontario.

At the same time, some Ontario universities are now offering undergraduate courses in Maritime and Acadian history, Quebec studies, studies of the literature, politics and history of Western Canada, and northern studies. The Commission particularly welcomes this attention to the study of other regions when it is combined with a study of the university's own region.

In Ontario, as in each of the other regions of Canada, more research and more scholarly publication are needed in every aspect of regional studies. Indeed, in some fields it is difficult to conduct undergraduate courses because of the lack of even the most basic publications on the subject. However, this situation is improving. In addition to the work of established scholars, research by graduate students is now making a notable contribution to knowledge about Ontario in a dozen fields. Several recently completed graduate theses on Ontario politics and society, for example, may ultimately serve as the bases for publications that will increase the resources available to support instruction in university courses about the Ontario community.

The outstanding work of the Ontario Historical Studies Series deserves special mention in any discussion of regional studies in Canada.[103] The Series was established by the Government of Ontario in 1971 to facilitate research on the lives and times of the Premiers of Ontario and related aspects of Ontario history. Under the leadership of an independent board, and the direction of a distinguished editor-in-chief and associate editor, the Series has already arranged for able scholars to undertake the biographies of the principal Premiers. The Ontario Historical Studies Series has also prepared a broad research design to encourage and support the publication of monographs dealing with the social, economic, political and cultural history of the Province from its foundation until the present. Work on this important Series is already well advanced, and it promises to add almost a new dimension to the study of Canadian history through its demonstration of the importance of a scholarly and systematic examination of the regional experience. Several other Provincial Governments have given welcome support to regional studies, for example Quebec and Alberta. However, no other Province had yet established a programme of the scope of the Ontario Historical Studies Series. The Commission recommends to the Government of each Province that it give consideration to establishing and funding an independent board to commission and direct a comprehensive programme of research and publication about the history of the Province. The Commission notes the possibility that, in some instances, two or more Provinces might wish to join together to establish such a board and programme for a wider region than one Province. In other instances, two or more Provinces might wish to consider jointly funding a particular research and publication project relating to a subject of common interest. Consideration might also be given to supporting studies of a cultural, geographical or scientific nature that relate specifically to the provincial or regional context.

In Western Canada, too, changes in the curriculum reflect the growing interest in regional affairs. At the University of British Columbia, for example, courses are available in Regional Economics, the History of the Canadian West, British Columbia in Confederation, and British Columbia: Government and Politics. Several courses in geography and anthropology also emphasize provincial and regional studies, as do some courses in agriculture, forestry, biology and geography, and several other areas of science and the professions.

At the University of Regina, the Great Plains Area Studies Programme constitutes one of the most extensive and promising approaches to regional studies in this country. Aimed at a broad contextual understanding of the Canadian Plains region, the programme brings together faculty members from the Departments of Anthropology, Art History, Biology, Economics, English, Geography, History, French, Political Science, Psychology, Social Studies and Sociology. Undergraduate major and honours programmes are available. The latter involves an interdisciplinary seminar at the fourth-year level, Canadian Plains Study, in which selected regional problems are examined. In February 1974 a Canadian Plains Research Centre was also opened on the Regina campus under the direction of Dr W.D. Stewart; its publication programme has already attracted considerable attention. Most recently, the Centre began publishing *Prairie Forum*, an interdisciplinary journal intended to serve as an outlet for research relating to the Canadian prairie region. In the past research on this region has frequently been fragmented because it has been conducted on a provincial basis without adequate reference to questions common to the three Prairie Provinces as a whole. The journal's focus, which is essentially a regional one, is aimed at meeting the need for knowledge about the Prairies as a significant unit in the fabric of Canada. The editors welcome submissions embracing a wide variety of academic disciplines but united through the common theme of man's activities on the Prairies.[104]

Papers on urban development, Eskimo art, immigration, labour and the historiography of Western Canada presented at the University of Calgary's Western Canadian Studies Conference in March 1973 aroused considerable interest. Recent articles reviewing developments in the historiography of Western Canada also indicate the growing activity and interest in regional studies.[105]

Thus, the foundations for strong local and regional studies are now being laid in all sections of the country. The past neglect in the universities of this approach to Canadian studies is in process of being remedied as the result of a new perception that region-building has been and is as significant a theme in the life of our country as nation-building. Much, however, remains to be done. By way of illustration, it may be suggested that: studies of the Atlantic region and of Ontario need further consideration in the curricula of universities in Western Canada; in the Francophone universities more attention could be directed to the study of many aspects of the history and society of English-speaking Canada; despite recent encouraging developments, more attention could usefully be devoted to studies about Quebec and Francophone Canada in every region of the country; universities in Ontario have a particular opportunity to remedy past neglect by initiating studies of their own region. More broadly, the overall need has yet to be met for systematic, sustained and scholarly studies of all the regions that make up Canada.

The importance of northern studies, and of such other areas as ethnic studies and native studies, which also have strong regional application, has been noted elsewhere in this chapter and throughout the *Report*.

The Study of Religion in Canada

The study of the role played by religion in the life of this country, both past and present, is an integral and important part of Canadian studies. Indeed, no real understanding of the forms and values of Canadian society is possible without a knowledge of the diverse religious convictions, organizations and experience that have substantially shaped this society. As one submission to the Commission noted:

> one simply cannot grasp the social, political, educational and cultural development of this country unless one knows something of the many faiths represented in its history, the accomplishments and conflicts they brought, and their multitudinous effects.

Religion has, in fact, played such an important role in the developing history of Canada that any failure to take the religious factor in its full dimensions into account in Canadian studies would distort such studies beyond recognition. If we are to know ourselves, we must be familiar with the nature and background of the Canadian religious experience. We must examine the integral relationship between this experience and the historic and contemporary fabric of our society. The strength and pervasiveness of this relationship, in the not too distant past, has been commented upon by one scholar in these terms:

> There was a time, not long ago in some places, when religion was a major and even decisive factor in the lives of Canadian individuals and communities. This statement, pregnant with content to older members of the society, may seem to some of the young either a projection of nostalgic fantasy or a truism that can only be stated but no longer imagined in concrete detail. This aspect of our past was forcibly recalled to me the other day, however, as I read a booklet in which a former history teacher of mine reflects on the meaning of his life. He states that among the Presbyterians in the neighbourhood of Perth, Ontario, he was brought up to believe not "that (religion) was the

most important thing in life but that it was the only important thing." He describes at one point how his father gave up at great financial sacrifice a position that required working on Sunday and observes that he did so not with any sense of heroic self-denial but simply because to a man of his convictions no other course was open. This almost automatic conformity to the demands of religion is part of the background of almost every Canadian, however much the actual demands may have varied from one community to another.[106]

Yet, despite the significant part it has played in Canadian affairs, the academic study of religion in Canada is still in some senses in its infancy. It was only a decade ago that Canadian universities, other than the theological colleges, began to recognize its validity as an independent field or discipline of study. Moreover, misconceptions and prejudices still hamper the growth of such studies and restrict the support given to scholarly work in this field. None the less, there is substantial and welcome evidence of growing interest in the study of religion in Canada and of an increasing realization by the academic community of the value and legitimacy of such study. This development is reflected, for example, in the information and activities of the Canadian Society for the Study of Religion, in the remarkable growth of student interest in this field, and in the establishment of the Corporation for the Publication of Academic Studies in Religion in Canada, which has, since 1971 supported a new journal, *SR: Studies in Religion/Sciences Religieuses*, which succeeded the *Canadian Journal of Theology*. The growing volume of book and periodical publication, and of graduate theses, also attests to this development. Some of these publications, such as Richard Allen's study of religion and social reform in Canada between 1914 and 1928, are exploring the relationships between religion and other aspects of Canadian life.[107]

The steady increase in recent years in the number and range of undergraduate courses dealing with religion in Canada is ably documented in the successive editions of Professor Charles Anderson's *Guide to Religious Studies in Canada.*[108] Such courses are offered both in the growing number of academic departments of religion in universities across Canada and in the curriculum of many other university departments. Courses deal specifically with the anthropology, sociology and history of religion in Canada, as well as with its diverse philosophical, ethical and theological characteristics.

By way of illustration, some of the Canadian content courses now offered include Religion and Society in Canada, Phénomène religieux dans le milieu acadien, Religion in North America, Religion in Canada, The Sociology of Religion, Canadian Church History, Religion in Canada: the Sociological Literature, Social Ideals of Canadian Religion, Histoire du catholicisme au Québec and Les Origines du Christianisme Canadien. At several faculties or departments of canon law, courses dealing with Canadian particular law examine 'the juridical status of the church in this country and elements of canon law proper to Canada'.

The development of research centres for the study of religion in Canada, such as the Centre de sociologie religieux and the Laboratoire d'histoire religieuse, both at Université Laval, and the Research Centre in Religious History of Canada at Saint Paul University, also point to the growing interest in this field. The Centre at Saint Paul University, for example, promotes studies in general Canadian church history by collecting historical documents, by sponsoring research and publications, and by organizing interdenominational seminars. The Centre is making a particularly important contribution to Canadian scholarship by the preparation of a guide to the collections of religious archives in this country and a bibliography of Canadian religious history, as well as by its support for the publication of a series of volumes on this subject.

It remains true, however, that the academic task has scarcely been begun of trying to assess the influence exerted by many and various religious traditions on the development of Canada. The contribution of religion to our national life, in every geographic region and in every field of endeavour, deserves considerably more attention in both teaching and research. Numerous briefs and representations, as well as the Commission's own inquiries, pointed to past neglect of academic studies in this field and to the challenge and the opportunities that it offers to Canadian scholars. Such representations and inquiries pointed, also, to the need for more financial support from both Government and private donors to make possible a further development of the study of religion in Canada. More research is required, for example, into the social, economic and political implications of religious movements and attitudes, into the influence of religion on our educational systems and into the part played by religion in the settlement patterns of this country. Research into these and other topics should, in turn, be reflected in the curriculum by the offering of new courses at both the graduate and undergraduate levels and by the inclusion of such material in appropriate existing courses.

Reference has been made in a subsequent chapter, dealing with Canadian studies abroad, to the very extensive papers in the Vatican Archives that relate directly to Canadian affairs over many centuries, as well as to the substantial collections of documents in France and the United Kingdom pertaining to the history of religion in Canada. Archival materials that are essential to the study of religion in Canada are also to be found in many other countries whose peoples and beliefs have contributed to the diverse nature of the Canadian religious experience. The identification, preservation, cataloguing and examination of such materials constitute an important aspect of the study of religion in Canada.

Most of the attention that has so far been directed to religion in Canada has been focused on the role of the larger churches and religious movements. While these subjects are far from being fully explored, there is need also for attention to the significant part played by many of the smaller religious groups, by the interrelationships between religion and population migrations, and by religious attitudes and events at the local and regional level. Little scholarly attention, for example, has yet been devoted to a study of the religious and spiritual beliefs and practices of the natives peoples of Canada. Many submissions to the Commission advocated a greater emphasis on this subject in the university curriculum in such areas as history, philosophy, ethnics, economics, sociology, anthropology, politics and environmental studies, as well as in the programmes of departments of religion. Among the very limited number of university courses dealing directly with the religious beliefs and practices of the native peoples is a course on Amerindian Studies offered by the Department of Religious Studies at Laurentian University which is described as:

> An appreciation of Indian religion with its social and cultural expressions and of the fact of European-Indian confrontation with consequent contemporary problems. Study is made of the relevance of Indian animistic attitudes to present ecological needs and the relation of this to the future of the Indian people.

As one brief to the Commission noted:

> Significant work in this area has been done by artists and anthropologists but in the emerging programs in native studies in Canada the field of religion has been neglected. Specialists in this area are to be found in Sweden and the U.S.A. but this is obviously an area which deserves study at the graduate level by Canadian scholars in religion.

Another brief saw Canada, with its emerging plurality of religious and cultural expression, as a 'heuristic device' that offered unique opportunities for the study of religion and its interrelationships with culture and society. Others pointed to the need for more study of the antecedents and links of religion in Canada with religion in other countries, and for comparative studies of the Canadian religious experience with the experience of other societies. Comparative studies of religion in Canada and the United States, for example, would add greatly to our understanding of both differences and similarities in the traditions and outlook of the two countries.

Canadian religious traditions were already in process of formation when the first Europeans stepped ashore. The settlers inevitably brought with them religious beliefs and practices that had been in the making since time immemorial. However, the particular circumstances of this country affected these beliefs and practices just as they, in turn, affected their Canadian environment. Because religion has played such a basic and pervasive role throughout Canadian history, it constitutes inescapably an integral and vital part of Canadian studies. Universities and their supporters must recognize this fact and provide adequately for teaching and research about the very significant role played by religion in past and present Canadian society. In doing so they need not fear a conflict between the study of religion in this historical and geographical community, and the study of religion in its wider and universal context. The two studies will illuminate and support one another. There is no reason that they cannot proceed together in a creative academic partnership.

Women's Studies

Recent research in disciplines ranging from law to literature has helped draw attention to the neglected state of women's studies in the university curriculum. The growing international interest in this subject has been at least paralleled by some increasing realization in Canada of our own past neglect of such studies. Unfortunately, however, by no stretch of the imagination could the Canadian university community be described as being on or near the leading edge of social and academic reform in this field of scholarship. None the less, the dedicated work of a few scholars both women and men, is achieving results, which are beginning to be reflected in the curriculum and in some programmes of research and publication.

About a dozen Canadian universities now offer courses on the role of women in contemporary society and in history, some of which focus directly on the Canadian situation. At the University of Alberta, for example, a course is offered on the Sociology of Women. Oriented toward examining the social position of women in Canadian society, the course also examines the cultural tradition of Canadian women and the socialization of sex roles. Innis College at the University of Toronto has become a centre for those interested in women's studies. An introductory course is offered on Women: Oppression and Liberation, which draws upon selected materials from such disciplines as sociology, history, psychology, economics, literature and anthropology. The disciplines are linked by exploring a variety of themes, including images of women, socialization, family, work and work force participation, sexuality, and social change. Use is made of films, novels, poetry and political and historical documents. At the University of Waterloo, a number of courses on women are available, giving greater or lesser attention to women in Canada. These courses include:

> Sex Roles in Anthropology; Women Writers of the Twentieth Century; Women in Literature; Men, Women and Families in Modern History; Political Participation: the Case of Canadian Women; Psychology of Women Today; The Behavioural Development of Women: Sociology of Sex Roles; Seminar on the Impact of Sex Factors on Sociological Theory; Women in Social Work.

Such a range of opportunities at one university in Canada, however, is exceptional. Where they exist at all, courses on women's studies are most commonly found within the programmes of sociology departments. Only a few courses, such as Perspectives on Women at Mount St. Vincent University, are interdisciplinary in nature. Graduate level work on women's studies in Canada is extremely limited. With a few notable exceptions, almost no attention has been directed to women's studies in the Francophone universities or in the universities in the Atlantic region. Even a cursory examination of the current curriculum in such subjects as political science, economics, history and even sociology, as well as many of the sciences and professions, reveals the extent to which the important contribution and role of women has been overlooked in both teaching and research by the Canadian academic community.

The neglect of women's studies at Canadian universities is in marked contrast to developments in this field at many universities in the United States. In the 1974-1975 academic year 917 institutions of higher education in the United States offered a total of 4,980 courses in women's studies. Many of these courses are given as part of the regular offerings of established departments. However, more than one hundred institutions have set up separate programmes in women's studies that often lead to a degree in this subject. One university, the State University of New York in Binghampton, offers a PhD in women's studies, and the National Humanities Institute of the United States is at present supporting research at Yale University on the planning of a model humanities curriculum organized around 'gender in society'.

Women's studies, properly developed, can provide valuable new insights into our society and assist with the sharpening of critical scholarly analysis in Canada. For example, as one scholar in the field has argued:

> Women have been traditionally employed within the family to preserve preferred types of social behaviour. It is the womenfolk, confined in the physical and psychological bonds of domesticity rather than in their more mobile menfolk, that the forces of historical continuity should be most evident . . . . by examining what society demands of women we may more accurately judge the nature of the Canadian experience and the validity of various historical models.[109]

Many fundamental questions concerning the role of women in Canada await scholarly investigation in such areas as intellectual, cultural and social history, business and labour history, economics, political studies, the arts and letters, social class and mobility, religion, vocations and professions, childhood and the family, legal status and property rights, and local and regional patterns of behaviour. The part played in Canadian affairs by a vast array of women's organizations, at both the community and the national levels has yet to be examined. More biographical studies are needed of leading women in every field. To ensure that such studies will be possible, care must be taken by universities, and by the provincial and federal archives, to collect, catalogue and preserve the personal papers of women who have made a particular contribution to Canadian life, as well as the papers of many of the women's associations and organizations that have both characterized and influenced the life of this country.

The growing interest in women's studies in Canada is already reflected in a rising tide of publication. Fortunately, this increase in the literature has been accompanied by the appearance of several helpful bibliographies and more are in preparation.[110] These and other works of reference are listed and discussed in the *Canadian Newsletter of Research on Women*. The *Newsletter*, which is now in its fifth year of publication, provides a useful commentary on all aspects of women's studies in Canada.[111]

The most suitable approach to the development of women's studies in the Canadian university curriculum has been the subject of much debate. Some have argued strongly for the creation of separate courses and programmes in the field of women's studies. Others have been indifferent or hostile to this suggestion, and have argued, instead, that more material about the contribution of women in Canada should be integrated into the existing curriculum. The Commission believes that, to make up for past neglect, both of these approaches are valid, and that either or both may be necessary, depending upon the individual circumstances of each university. The Commission therefore recommends that, in addition to considering the introduction of some course that would focus on women in Canada, those responsible for curriculum review in Canadian studies at each university examine all existing courses in relevant academic areas with a view to increasing to an appropriate level the amount of attention devoted in them to the role of women in Canadian society and in the development of this country. Universities and research support agencies must become more cognizant both of the opportunities and of their own responsibilities in this field. Each needs to identify the area in which, from their particular situation, they can best contribute to such work.

Needs and Opportunities for the Study of Canada's Official Languages

Reference is made to the need to teach, to research, and to study Canada's two official languages more actively and extensively in almost evey chapter of this *Report*. In some chapters, such as those concerned with education for the professions, with the schools and with the problems of scholarly communication in Canada, as well as in some other sections of this chapter, this subject is quite fully discussed in a variety of particular contexts. None the less, the subject is so important, and so basic to Canadian studies, that it may be useful to comment here more broadly upon some of the needs and opportunities for more study of our official languages at the university level.

The Commission received a great many representations on this subject, written and verbal, formal and informal, from both French-speaking and English-speaking Canadians. Nearly every brief touched upon it to a greater or lesser extent, as did much of the correspondence directed to the Commission. It was a major topic of discussion at all of the public hearings and at nearly all of the meetings held with representatives of educational, scholarly and professional bodies. Both these representations and the Commission's own inquiries made clear that the question of how best to promote a working proficiency in our two official languages is now a matter of profound concern to members of the academic community in every field of study and in every region of Canada. It was repeatedly noted that the country has committed itself to recognize and to support the historical and constitutional reality of bilingualism, and that universities and colleges must provide leadership and service in this field in keeping with their position in the educational system and with their responsibilities to the society that support them and that they are a part of. The Commission found a remarkable identity of views in all parts of the country on this point. But this was often coupled with uncertainty about how best to proceed, and with anxiety that a failure by the universities to respond adequately to the challenge of bilingualism might handicap their graduates and contribute to the problems of scholarly communication and of national disunity that already beset Canadian society.

In the light of the circumstances and of the views and questions that it encountered, the Commission believes that it is time for the Canadian university community, working closely with the Provincial and Federal Governments, to think through and then to implement a substantial national programme designed to promote a working proficiency in our two official languages amongst university graduates, teachers and administrators. This programme should include, in addition, arrangements to enable universities, as an important part of their work in part-time, continuing and adult education, to assist interested members of the public to develop their second language proficiency. Although universities and Governments have in the last few years expanded their activities in the field of bilingualism, and done so in a very promising way, these activities still bear little relationship to the needs and opportunities that exist in this country for the study of our two official languages. Concerted action is required, by the universities and the Provincial and Federal Governments, to develop post-secondary programmes on a scale that can begin to meet the needs of Canadian society.

There are many cogent reasons for Canadians to develop a working proficiency in our two official languages. At the level of university education, these reasons are so compelling they place both the individual and the institution under an obligation to work towards this objective. Historical circumstances have created within this country a rare opportunity to study two of the world's great international languages and to benefit from the access that such study gives to the literature, thought and achievements of all those who share and have shared in these cultures in many parts of the globe. This fact presents to Canadian universities, and to their students, an intellectual and academic challenge paralleled in only a few other countries of the world.

There are, in addition, immediate and very practical reasons for Canadian university students to develop some working proficiency in our two official languages. It is clear, for example, that university graduates who are equipped with a working knowledge of both of the country's two official languages will be able to participate more fully in Canadian affairs and to contribute more widely and usefully to the life of the country. They will be able to share in, and benefit more readily from, the culture and experience of their fellow citizens of the other official language group. They will be able to contribute more effectively to, and to draw from, the common pool of knowledge available in Canada. Moreover, it is already clear that graduates who have some proficiency in the two official languages will increasingly find this an advantage in seeking employment in Government and in many areas of the private sector. Conversely, it is also clear that graduates who do not have this facility will be under an increasing personal handicap in the years ahead. Beyond these personal considerations, however, should be a recognition of the fact that at least some degree of proficiency in both our official languages has become a pre-condition to any real understanding of Canada.

For these reasons the Commission believes that it should be a basic objective of the Canadian system of higher education to ensure that graduates have at least a working knowledge of both our official languages. That is, they should be able to understand the two languages when either is written or spoken and have some ability to converse in the second language. To this end the Commission recommends that the teaching programme of every university in Canada include provision for courses that will assist their students to develop a working proficiency in both official languages. Federal and provincial support for second language instruction at the post-secondary level must be broadened and greatly strengthened to make possible the development of these courses. The creation of such a programme, on a national scale, is not beyond the wit or means of the Canadian academic community, provided that it is developed with the full cooperation and support of the Provincial and Federal Governments. Nor is a programme of this kind incompatible with the freedom of the universities and the nature and purposes of higher education in this country.

Despite the obvious and compelling reasons for extensive university programmes to assist graduates to develop a working proficiency in the country's two official languages, a review of university curricula across Canada makes only too clear how little is in fact being done to meet this need. Indeed, the proportion of university students, at both the undergraduate and post-graduate levels, who are taking courses in the second official language, whether English or French, has declined sharply in recent years. The principal cause of this decline has been described in trenchant terms by Dr Keith Spicer, the Commissioner of Official Languages, as 'the chicken-hearted and anti-humanist attitude of most Canadian universities'.

> Far too many of these institutions of higher learning, in the dash for per capita student grants, have dropped any knowledge of a second official language as a prerequisite for admittance. Basic Income Units (BIU's), as university students are now poetically known, are presumed by taxpaying parents to be getting both more broadly cultivated

> minds and a realistic training for today's, if not tomorrow's, world. With academic bureaucrats fretting more over budgets than burgeoning minds, students are being ripped off on both counts. At the very least, and it is embarrassing even to have to note this, some passing acquaintance with both our official languages should be a requirement for passing out of high school into any Canadian university.[112]

As Dr Spicer has noted, this change in policy at the university level in regard to second language requirements has both contributed to and been supported by developments at the secondary level where 'rampant optionalism on the part of departments of education' has 'allowed 13-year-olds to choke on a smorgasbord of academic choices, leaving many, at age 18, illiterate not only in Canada's history and other official language but even in their mother tongue'. One result of this rampant optionalism is that the high school enrolment in French as a second language has dropped nearly 21 per cent in the five years since 1970. It has, however, increased approximately 20 per cent in the same five-year period in the elementary schools. The significance of these figures is discussed in a subsequent chapter on Canadian studies in the schools.

Even at the post-graduate level many Canadian universities have now dropped the requirement for a second language. This fact has drawn understandable comment from the Secretary of State:

> I cannot resist the temptation, however, to voice my puzzlement at the fact that the traditional requirement for a second language has been abandoned in post-graduate studies. Indeed I find it difficult to believe that, at precisely this moment in our national life, it would have been unfair to insist that graduates of our schools of advanced learning be proficient at least in English and in French.[113]

The consequences of these changes in university policy have been particularly unfortunate in the area of Canadian studies, where students are now often attempting, and being allowed, to examine Canadian issues and events in various fields without even a good reading knowledge of the second official language of the country. As one brief to the Commission gently noted, 'looking at various aspects of Canadian society without knowing the language of a large part of that society seems simply inadequate'. Yet universities are now granting advanced degrees, in the social sciences, for example, to people who cannot understand what is going on in a large part of Canadian society nor even read the material being written about this society by social scientists writing in the other official language of the country.

It is one ironic measure of the failure of our English-speaking universities to develop adequate programmes for French-language instruction that a far higher percentage of university graduates in the United Kingdom have a working proficiency in French than is the case in Canada. However, there is no particular reason to think that the job of teaching English at the French-language universities of Canada is being any better done. Yet there are many signs that more French-Canadian students, including many who espouse separatism, want and need a working knowledge of English both as an intellectual tool and as a means of communication than are now being served by the limited range of courses available.

There are no quick or easy solutions to the complex problems involved in the promotion of a widespread working proficiency in our two official languages, even at the university level. These problems would not be solved, for example, by an edict requiring all university departments of French and of English to devote 40 to 50 per cent, or even 100 per cent, of their time to this task, as a number of submissions suggested. In the long run it would do a profound disservice to the quality and status of our two official languages if any arbitrary action of this sort were to be taken, for it would hinder the ability of these departments to meet their responsibilities for scholarly research and study of the great body of literature and culture associated with these two languages. Moreover, such suggestions, by focusing on the departments of language and literature, miss the point that working proficiency in the official languages is a matter of vital concern to every department and field of study in Canada. All disciplines share in this concern and all must share in the responsibility for developing adequate programmes of instruction to meet this broad need. A total university approach is therefore required, although the language departments would naturally play a special role in the planning and direction of whatever programme is developed.

Nor will the challenge of developing a widespread working proficiency in the two languages be met by a wholesale abandonment of the study of grammar and literature, as some have come dangerously close to suggesting. It is true that many university departments of French and English were very slow to recognize the importance of oral fluency and to place adequate emphasis upon cultivating in their students the ability to speak the language and to make use of it in its living context. However, there has been appreciable progress in this aspect of their work, which has been fairly acknowledged by the Commissioner of Official Languages:

> Whereas ten years ago, most English-Canadian university French departments regarded a student's enthusiasm for the spoken language as prima facie evidence of intellectual shallowness, they no longer consider language laboratories as electronic limbos for the lame-brained. After for so long accusing the nation's French departments of linguistic dinosaurism, the Commissioner is happy to pay tribute to this developing awareness that literature and language share more than a few pages in a syllabus. So too the departments of English in French-Canadian universities appear to be stressing higher oral fluency.[114]

At the level of university education, emphasis on oral fluency, if it is not accompanied by adequate study of the language and literature, will only add to the problems of bilingualism. There is nothing to be gained by teaching English and French as though they were illiterate tongues. Yet there is already some evidence, at all three levels of the educational system, that the gains being made in promoting oral competence have been at the cost of a serious decline in the ability to read and write the language. The ability to talk a language is indeed important. But it may be still more important to develop reading and comprehension skills. For many university graduates, perhaps most, a reading knowledge of the other official language, combined with an ability to understand it when it is spoken, will be more useful than an oral fluency purchased at the cost of a kind of linguistic illiteracy. Certainly, for those engaged seriously in Canadian studies a reading knowledge of the two official languages is indispensable. A variety of approaches to the development of a working proficiency in the two languages is required to accommodate the diverse needs and capabilities of those engaged in this study.

It will not be possible for the universities of Canada to initiate the kind of broad programme of second language instruction that is required without much more substantial support for this purpose from the Provincial and Federal Governments. As the dean of one graduate faculty in Western Canada observed, 'unless such support is forthcoming, we can do nothing but fool around with *ad hoc* arrangements which touch an insignificant proportion of the student generation'. Fortunately, the foundations have already been laid for a strong co-operative approach by the Provincial and Federal Governments to support such an undertaking. A commendable federal-provincial programme on bilingualism in education was initiated in September 1970, and an agreement was reached by the Federal and the ten Provincial Governments to renew this programme for a further five years, as of April 1974. The objectives of the programme are twofold: 'to ensure that, insofar as it is feasible, Canadians of either official language have the opportunity to educate their children in their own language, and that Canadian students have the opportunity to learn, as a second language, the other official language of Canada'.[115] Under this programme the Federal Government is providing funds to assist the Provinces to maintain and improve the educational facilities available in the minority official language and to improve the teaching of the second official language in the educational systems of Canada. To this end the Federal Government is providing funds to assist the Provinces with the supplementary costs of providing minority language education and second language instruction.

At the post-secondary level the federal-provincial agreement has led to the creation of a number of imaginative and extraordinarily useful programmes. These include support for bursaries, scholarships, fellowships, travel grants, interprovincial student exchanges, language training centres, teacher-training institutions, special projects and some degree of federal help with the costs of minority language education and of teaching in the second official language. One of the most promising of these programmes is the Interprovincial Second-Language Monitor Programme. The programme, which is financed by the Department of the Secretary of State and administered by the Provinces in liaison with the Council of Ministers of Education, is aimed at promoting the learning and use of the official languages through the interprovincial exchange of students who will act as second-language monitors. Through this programme a number of post-secondary students receive up to $3,000 per year towards the costs of studying on a full-time basis in another Province in return for working part-time as second-language monitors. The Federal Government also pays the monitor's travel costs, up to a maximum of $300, for one trip from the monitor's home to the host Province and return. Specifically, a participating student must enrol full time for the academic year in a post-secondary institution in a Province other than his or her Province or residence and work an average of six to eight hours per week as a second-language monitor under the direction of a regular second-language teacher. An English-speaking student, for example, will study for a year in a

French-language milieu and, while there, will assist a teacher of English as a second language. Similarly, a French-speaking student will study for a year in an English-language milieu and, while there, assist a teacher of French as a second language. The monitor's duties will mainly involve helping the teacher to provide students with a good basis in the aural-oral aspects of the language, particularly conversation and pronunciation, by means of supplementary non-teaching activities conducted under the supervision of a second-language teacher. The department of education of the host Province is responsible for placing monitors in education institutions. The levels at which they are placed (elementary, secondary, or university) depends upon the needs of the Province and thus may vary from one Province to another.

The potential significance of this programme has been noted by the Commissioner of Official Languages who has expressed the hope that

> within two or three years, a vastly expanded programme will at least enable our country to exploit, with the realism and spontaneity only young native speakers can bring, the living linguistic heritage which has so tragically escaped most of our classrooms. The programme is not a cure-all; but it should make real to thousands of young Canadians for the first time the dream that most of Canada's adult population may some day express itself, however haltingly, through two world-girdling tongues. And, at least as important, it should help young people reject old prejudices about their countrymen speaking the other official language by allowing them to meet face-to-face, agree, debate or disagree, within their normal place of academic work.[116]

The social and cultural values of the Interprovincial Second-Language Monitor Programme are, indeed, fully as important as the contribution that it is making to second-language training. On each of these counts the programme has now proven its worth. The Commission believes that the time has come for a major expansion of the programme. It therefore recommends that the programme be established on a permanent, long-term basis, and that arrangements be made for the number of students participating in it to increase steadily in each succeeding year. Four hundred monitors are being sponsored under this programme in 1975-1976. The Commission suggests that this number be doubled in the 1976-1977 academic year and that a goal of 5,000 student participants in the Interprovincial Second-Language Monitor Programme be set for 1980.

The federal-provincial agreement also provides for fellowships to enable full-time post-secondary students to spend a year studying in their second official language. This programme, too, has proven its value and the Commission recommends that it be placed on a permanent basis and expanded in each succeeding year. In 1975-1976, 630 fellowships worth up to $2,000 are being provided. The Commission suggests that this number be increased to 1,000 in the academic year 1976-1977, and that a target of 2,000 fellowships be set for 1980.

Under the Summer Language Bursary Programme, established through the federal-provincial agreement, some 5,000 bursaries, valued to a maximum of $650, were made available in 1975 for students enrolled in six-week French or English immersion courses at accredited institutions across Canada. This programme, too, is funded by the Department of the Secretary of State and administered by the provincial departments of education, or other provincial departments responsible for post-secondary education, in liaison with the Council of Ministers of Education. Despite the demonstrable interest and need, all the bursaries offered under this programme have not always been taken up, in part because of inadequate advance publicity and also because of the loss of summer income for participating students. Moreover, the entire bursary is paid directly to the institutions offering the course and there is no direct assistance to the student with the costs of transportation and other expenses. None the less, this programme is making a most valuable contribution to the two official languages. The Commission therefore recommends that the number of bursaries offered be increased three-fold, to a total of 15,000, over the next two academic years. The Commission also recommends that the value of the bursary be increased to compensate the participants to at least some extent for the loss of summer income and for the costs of transportation and other expenses. To this end a portion of the bursary should be paid directly to the student. Steps should also be taken to publicize the programme more widely and at an earlier date in the preceding academic year.

The federal-provincial agreement provides for short-term federal support, up to a maximum of $100,000 per year for each Province, for the establishment or improvement of language training centres. Such centres are essentially designed to improve the language training facilities available in teachers colleges, although their resources may also be available to other groups and to the general public. The Commission recommends that the amount of the federal support for the development of these centres be increased, and that this programme be continued after 1975-1976, its present date of termination. The Commission notes, with regret, that two Provinces have still not taken advantage of the assistance available through this programme and urges that they do so without further delay.

The programme of travel grants to enable minority-language students who are unable to study in their own language in their own Province to travel to other parts of Canada where they can do so should be maintained.

The programme of bursaries to enable second-language and minority-language teachers to improve their skills through short-term training sessions and refresher courses should also be maintained. However, this programme should be expanded and more extensively publicized. It may also be time to review the value of these bursaries, which, at their present level of $300 for tuition and $300 for travel costs, may not be adequate to support the recipients in many situations.

The importance of supporting innovative and experimental measures in minority-language education and second-languge instruction is also recognized in the federal-provincial agreement, which makes provision for continuing shared-cost projects designed to meet such needs at any level of the educational system. Unfortunately, comparatively little advantage has yet been taken of this aspect of the agreement at the post-secondary level. In particular, the natural opportunities for university research and pilot projects in bilingualism, which might be initiated under this plan, remain still largely untouched.

In addition to these and some other measures, the federal-provincial agreement on bilingualism in education provides for the Provincial Governments to receive from the Federal Government a partial reimbursement of 10 per cent of the operating grant that they make to bilingual or minority-language post-secondary institutions. A small allowance is also made for capital expenditures amounting, in each case, to 8.5 per cent of this federal contribution. This supplementary financial support from the Federal Government has been of great help to eligible universities and colleges teaching in the minority language. But such institutions are still very hard-pressed to make ends meet because of the heavy and pervasive additional costs involved in operating in the minority language. The Commission recommends that Provincial Governments extend to bilingual and minority-language institutions financial support that recognizes more realistically the special costs involved in their operation. The Commission further recommends that the Federal Government encourage and assist the Provinces to give this added support by increasing its own rate of reimbursement to the Provinces as the Provinces increase their special grants to these institutions.

In all these activities the Federal Government, through the Department of the Secretary of State, has demonstrated a commendable leadership, in keeping with its commitment to bilingualism and its responsibilities for the direction of national affairs. Its actions have often served as the catalyst required to bring into being constructive and workman-like new programmes to promote minority-language education and second-language instruction. The Provincial Governments, and the Council of Ministers of Education, also deserve great credit for the growing financial and administrative support that they have given to these programmes, for their co-operative participation with one another and with the Federal Government in these undertakings and for their own frequently innovative endeavours in this field. Through both their disparate programmes and their concerted activities, the Provincial and Federal Governments have achieved some significant improvements in minority-language and second-language education at the post-secondary level. Moreover, these improvements have been very much in the spirit and in the directions indicated by the Dunton-Laurendeau Commission in their perceptive volume on education.[117]

None the less, both the Provincial and Federal Governments need to do far more, at the post-secondary level as well as at other levels, to support their declared goals for bilingualism in education. Despite the many worth-while programmes noted above, we have not yet achieved in Canada, even at the university level, a real quality of opportunity in the language of education for the two official language groups. Beyond this, more effective and comprehensive programmes are needed to improve the teaching of the second official language at post-secondary institutions throughout the country. The Commissioner of Official Languages has assessed the situation in succinct terms in his most recent report, 'Our country, in teaching second official languages, continues to offer . . . bilingual band-aids instead of the required doses of linguistic vitamins'.[118]

The initial federal-provincial agreement on bilingualism in education provided for federal contributions averaging some $70 million annually during the period from 1970 to 1974. The renewal of the agreement in April of 1974 anticipates that 'federal funding will continue at much the same level as at present for most elements of the programme'. It assumes federal contributions averaging some $80 million a year over the five-year period to 1979, although federal support in related fields may raise this total.[119] Thus, there is little or no provision for federal support for new programmes or for any significant expansion of existing programmes. The level of federal financial support for bilingualism in education will be much the same at the end of the decade of the 1970s as it was at its beginning. Indeed, in real terms it may be less unless better provision is made to offset the effects of inflation.

Ironically, although it is officially a unilingual country, the United States is spending as much or more on bilingual programmes in education than is Canada, even though ours is historically and officially a bilingual country. The United States Office of Education is this year funding some three hundred projects in bilingual education, reaching nearly a quarter of a million students in thirty states and in twenty-eight languages. Approximately $70 million was budgeted for the direct activities of the United States bilingualism programme in 1974-1975, and this amount was substantially supplemented by the related expenditures of other federal departments.

At the post-secondary level the most obvious gap in the federal-provincial agreement on bilingualism in education is the lack of a comprehensive programme designed to promote among university and college students a working proficiency in Canada's two official languages. A broad national programme, commensurate with the needs, resources and opportunities of this country, is required to re-establish second-language education as a basic component in university education. The planning and operation of such a programme will require the close cooperation of the universities, the Provinces and the Federal Government.

Careful research into costs, methods and needs is still necessary before a major plan of such proportions can be implemented. Indeed, more research is needed into almost every aspect of language education in Canada. Most of the Provinces, the Federal Government and a number of universities are now supporting such research. But, in general, this field of research, despite its obvious importance for Canadians, has only recently begun to receive any extensive attention and the amount of attention being directed to it still bears little relationship to the close relevance of this subject to the fundamental needs of a bilingual country.

'The establishment of a language research committee, in conjunction with the Secretary of State's office and with equal provincial and federal membership, . . . for the purpose of promoting bilingualism in Canada' was approved by the provincial ministers of education several years ago.[120] However, this committee has still not been formally established, and this fact is reflected in the comparatively minor part played by organized and sustained research in the activities sponsored under the federal-provincial agreement.

Additional research is urgently required into the theoretical and methodological aspects of second-language teaching. Indeed, this is a field of research in which it would be natural for Canadians to provide world leadership. With a few notable exceptions, however, this is now far from being the case.

In support of research into second-language and minority-language education, it would be helpful if Statistics Canada would collect and publish data at regular intervals about enrolment in such programmes at the post-secondary level, as they have done for some time at the elementary and secondary levels. Statistics Canada does not at present compile such data and has, apparently, never had a request to do so. The availability of statistical information about enrolment and trends in minority-language and second-language university programmes is indispensable to the determination of needs and costs. The Commission therefore recommends that Statistics Canada explore with appropriate bodies the steps necessary to make possible the compilation of these data, and that it be given the support and cooperation needed in order to collect and publish this information.

More information is also needed about the past and present contribution of Canadian universities to bilingualism. A scholarly and comprehensive report on this subject was prepared for the Department of the Secretary of State in 1970. It reviewed in a thorough manner the extent of the current activities of Canadian universities in support of bilingualism and explored the possibilities for co-operation between the universities and Government in this field. It is regrettable, indeed shocking, that this useful document has never been made public. The information and suggestions it contained could have been invaluable to those bearing responsibilities for the planning and conduct of bilingual university programmes across Canada. The Commission urges that, even at this late date, this excellent report be made public. Five years have elapsed, however, since its preparation. The Commission believes that it would now be helpful to have a new report on the present state of the contribution of Canadian universities to bilingualism and it therefore recommends that the Secretary of State, in consultation and cooperation with the Council of Ministers of Education, request the Association of Universities and Colleges of Canada to undertake the preparation of such a report. The Commission further notes that, given the importance and immediacy of developments in this field, it may be desirable to plan for a series of such survey reports on university activities in bilingualism, to be conducted at three or four year intervals over the next dozen years.

The information yielded by such surveys would refute the charge that Canadian universities have done nothing to further bilingual competence. However, these surveys would also help to identify areas of need and neglect, and point to opportunities for more extensive university activity in this field. Many of these needs and opportunities have been noted earlier in this section, but it may be helpful to suggest a few other areas in which universities could do more to assist with the development of bilingual competence, both within the academic community and among the general public.

Within the universities and colleges themselves steps should be taken to encourage and assist members of the faculty and administration to develop their working proficiency in our second official language. A few universities do now offer second-language courses for interested members of their staff, and where this has been done great interest has been shown. The Commission recommends that every university arrange a programme of courses and related activities designed to assist interested members of their faculty and administration to develop their proficiency in the second official language. Financial support for these programme should be provided under the federal-provincial agreement on bilingualism in education.

Universities need, also, to give more consideration to the possibilities and problems of institutional bilingualism. Anglophone institutions, for example, frequently complained to the Commission that they were unable to prevail upon French-speaking scholars to accept even highly-paid visiting appointments. The reluctance of Francophone scholars is understandable and, in part at least, it relates to the fact that few universities in English-speaking Canada have yet made any sustained attempt to enable Francophone teachers and students to function within the university in their own language. The requirement, or at least the assumption, is almost always that members of the minority-language group will do all their 'official' business with the university in English only, including correspondence, interviews, telephone conversations, examinations, work assignments, orals and remarks at committee meetings. It is not a welcoming prospect and it is not surprising that many teachers and students of the minority tongue are deterred by it. The extent to which a functional bilingualism is possible will vary from one university to another, depending upon their individual circumstances. None the less, the Commission would urge each university to review its administrative procedures with two objectives: first, to remove any prohibition there may now be upon the use of either of the country's official languages in the university's official business; and, second, to develop its capacity to deal with members of the faculty, student body and general public in both of Canada's official languages.

The Commission commends to the attention of the university community the Regulation on Bilingualism adopted by the University of Ottawa.[121] While the Regulation relates closely to the official bilingual status of the University of Ottawa, and to the university's special responsibility and opportunity to preserve and develop the French language and culture in Ontario, it indicates many of the practical ways in which Canadian universities could move towards a more effective functional bilingualism. The Commission believes that this Regulation may prove to be an important document in the history of Canadian higher education. It provides a set of working definitions of language terms that could usefully be adopted by the Canadian post-secondary community, which has not as yet developed a set of agreed terms upon which to base its discussions and actions about such matters. Further, the Regulation provides a welcome statement of goals, and of procedures to achieve these goals, which could be of help to many other universities in Canada to varying degrees depending upon what may be appropriate to their circumstances.

Many of the learned societies and other voluntary associations concerned with research and education should also review their operating policy in terms of bilingualism. Patterns and habits, developed in earlier years, of conducting meetings, correspondence and other official transactions in one language will often no longer be appropriate. The

Commission commends to others the example of the Association of the Scientific, Engineering and Technological Community of Canada, which has made the formulation of an appropriate operating policy on bilingualism a matter of priority and has recently adopted such a policy on a trial basis. The Commission commends, also, the example of the Royal Society of Canada, which has long shown respect for the two official languages in the conduct of its affairs. Among the official agencies of Government, the Canada Council has established an admirable record of punctilious respect for the two official languages in almost every aspect of its work.

The Association of Universities and Colleges of Canada has worked steadily, often in the face of some scepticism, to develop its bilingual capacity and services. It is, of course, essential that the national association of universities in this country should be able to function in both official languages. The Commission notes with appreciation the work of the Executive Director and staff of the AUCC in providing important bilingual services to the university community, and recommends that the Association continue to develop its bilingual capacity.

Many of the concerns and recommendations discussed in this section apply to the community colleges as well as to the universities. The Commission is glad to note that several programmes under the federal-provincial agreement on bilingualism in education assist the community colleges to support minority-language education and second-language instruction. However, it urges an enlargement of support, from both the Provinces and the Federal Government, for courses and programmes designed to foster the development of a working proficiency in the two official languages in the curriculum of the community colleges. There are many opportunities to develop broad bilingual programmes that can be of common service to all post-secondary institutions.

As a recent study has noted, 'the key to improvement in the teaching of French (or English) is the continued provision of competent, creative, devoted teachers'.[122] With their responsibilities for teacher training, universities have a particular opportunity, and obligation, to insure that the current and future needs of this country are met for adequate numbers of well-qualified teachers of English and French. Every indication points to both an immediate and a long-term need for more teachers who are fluent in the two official languages. In Ontario alone, for example, it is anticipated that more than one thousand additional Francophone school teachers will be required as the size and number of French-language classes and schools continue to grow over the next few years.[123] The universities, provincial departments of education and the Federal Government will need to work closely together to develop programmes that can meet requirements on this large scale.

The Commission shares the puzzlement expressed by the Secretary of State that the traditional requirement for a second language has been abandoned in post-graduate studies at precisely this moment in our national life. It believes that the graduates of our schools of advanced higher education should have at least a working proficiency in the two official languages of the country. The Commission therefore recommends that the development, or demonstration, of such a proficiency be established as one of the requirements for a post-graduate degree. The introduction (in many instances, re-introduction) of this requirement should be accompanied by the provision of appropriate courses of instruction for post-graduate students in the two official languages. Such courses should be funded by the Department of the Secretary of State, in consultation with the Council of Ministers of Education and the Association of Universities and Colleges of Canada, as a major step in the development of a national programme designed to promote a working proficiency in our two official languages among university graduates.

The Commission also recommends, as an early step in the development of a national programme to promote a working proficiency in the two official languages, that it be made a requirement for English-speaking students majoring in French to spend one of their undergraduate years, usually the third, at a Francophone university and, similarly, for French-speaking students majoring in English to spend a year at an Anglophone university. The Commission notes that it has long been a customary requirement at many British and European universities that language students spend one year in the country whose language they are studying. It is high time that this useful custom was incorporated, formally and comprehensively, into the curriculum of Canadian universities. Few countries in the world have more to gain by this practice and few provide, internally as well as through their external connections, such ready and natural opportunities for such arrangements. Canadian university students will be informed and enriched culturally and socially, as well as academically, by the introduction of this time-honoured practice. Indeed, given the nature and needs of this country, it is astonishing that this practice has not been a customary part of the university scene long before this in Canada. A similar arrangement should also be made for all students majoring in Canadian studies, and for many students in other selected areas of study including, for example, aspects of history, political science and sociology. Funds should be provided by the Department of the Secretary of State to support this programme, in consultation and cooperation with the university community and the Council of Ministers of Education, Canada.

More broadly, the Commission notes the desirability of much more extensive programmes of educational and cultural exchange between universities operating in the two official languages. More exchanges should be arranged in every field of study and at each of the undergraduate, post-graduate, and faculty levels. Exchanges of this sort conducted, for example, between the University of Guelph and Université de Sherbrooke, and between Université Laval and the University of Western Ontario, have already proven their value. What is now required is a massive, national approach to student and faculty exchanges that will begin to do the job of putting young Canadians, and their professors, into touch with one another and give to Francophones and Anglophones alike some better exposure to the milieu of the other official language group.

The Commission has noted that nearly all the programmes and activities sponsored by the Federal and Provincial Governments, and by the universities, to promote bilingualism are now aimed at public servants or those already involved in the educational system. Little has been done to encourage and assist the private citizen to develop his or her proficiency in the official languages. Canadian universities should consider what role they can best play in serving the needs of their respective communities in this regard. Similarly, the Federal and Provincial Governments should re-examine their current programmes and priorities with a view to providing adequate support for courses and programmes, which will often be based in the universities, designed to assist interested citizens to improve their working knowledge of the country's two official languages. The Commissioner of Official Languages has suggested, for example, that the Federal Government could offer 1,000 full scholarships a year to mature adults for accredited study of a second official language. Unfortunately, there is no evidence so far that this suggestion is receiving attention from either provincial or federal agencies.

Many submissions to the Commission remarked upon the need for a job-listing and teacher-placement agency to assist language instructors to identify available positions and to help educational institutions to recruit qualified language instructors. As one knowledgeable correspondent noted:

> I know of many capable language teachers who cannot find jobs, or who simply do not know how to go about finding jobs. I imagine that there are institutions, on the other hand, looking for good language teachers. An agency which could bring them together could be highly useful.

The Commission's inquiries supported this assessment. It therefore recommends the establishment of such an agency by the Department of Manpower, acting in consultation and co-operation with the university community and the Council of Ministers of Education.

In a section dealing with the two official languages of Canada it may also be appropriate to note again the value and importance of the many non-official languages that are spoken in this country. The Commission has commented elsewhere in this chapter and at several other points in its *Report*, upon the cultural significance of the non-official languages, including those of the native peoples. The Commission believes that the presence of these languages, and of the diverse cultures they represent, is a source of strength for Canada and that such linguistic diversity, within the country's framework of official bilingualism, enhances both the cultural heritage and the cultural freedom of Canadians. If the reality of Canadian cultural pluralism is to survive and thrive, more effort and resources will have to be devoted to the support of teaching and reserach in the non-official languages by the Provincial and Federal Governments, by the universities and by other levels of the educational system.

Finally, in this discussion of the needs and opportunities for more study of Canada's official languages at the university level, the Commission must observe that it is difficult for people to teach or to learn a second language when they do not have an adequate knowledge of their own first language. There is, unfortunately, abundant evidence of near-illiteracy among many university students, even in their mother tongue. The Commission received numerous representations upon this subject, commenting upon the lack of practice in reading and writing of many high school graduates. A recent study at one Canadian university, for example, concluded that 'there are a number of native English-speaking students whose ability to write prose is so poor that it is hardly possible to understand what they are trying to say'. At another university nearly 40 per cent of the students in a first-year English course failed a fairly elementary test in composition. At another several of the professional faculties have found it necessary to require students to take a remedial English courses. Indeed, more than a dozen universities, both Anglophone and Francophone, have been moved to provide their students with written guides to basic composition and/or to establish clinics to teach rudimentary composition.

Research conducted in the United States, for example by the Carnegie Foundation, has documented a similar problem in that country. Findings have established that many students do not have an adequate background in reading and in the use of the English language to maintain the pace of instruction appropriate to university work. It has also been noted that many verbally gifted students cannot organize their thoughts in writing. The executive secretary of the Modern Language Association has commented bluntly that 'on a national level we have failed – and continue to fail – to meet the challenge of illiteracy among college-level students'.[124] Part of the problem, in this country as in the United States, may lie with the fact that many language teachers, at both the school and university levels, have themselves had little writing experience and little or no instruction in the teaching of composition.

The Commission's own inquiries confirmed such assessments and point to the frequent need for more courses in both English and French composition at the university level in Canada, as well as in the school system. It is also essential that there should be closer consultation in many instances between the universities and provincial departments of education in planning curriculum, and a closer working relationship between faculty members in university departments of English and French and their counterparts in the school system. Some university teachers have given generously of their time to develop a professional relationship with their colleagues in the school system. But, in general, the universities and their faculty members have been content to stand aloof from the consideration of curriculum and teaching methods at the pre-university levels and then to criticize and complain about the shortcomings they encounter in the knowledge of students who come to them from the schools. The Commission believes that it is essential that more attention be directed to the development of reading and writing skills in the first language of Canadians, both because of the inherent value of such skills and because their possession is a precondition to the acquisition of a working proficiency in the second official language.

Part-Time and Continuing Education and Canadian Studies

Part-time and continuing education already constitute a large and important aspect of higher education in Canada. Moreover, there is every indication that the importance of this aspect of university work will continue to grow, in terms both of the range of academic studies included and of the proportions and total number of students involved. Changing employment patterns, increasing population mobility, the recently identified phenomenon of 'stopping out', and more leisure time than ever before to pursue independent study, combined with the knowledge explosion and a greater emphasis on educational qualifications, all suggest that the present trend to part-time and continuing education will continue. Some universities have been sceptical of the reality or permanence of this development and have been slow, or reluctant, to adapt their programmes to meet the opportunities and needs created by it. However, the statistical picture seems clear.[125]

Statistics Canada estimates an increase of nearly 20 per cent in the total number of part-time university students in Canada, from 153,800 to 183,600, in the five-year period from 1972-1973 to 1976-1977. At the undergraduate level the number of part-time students more than trebled in the decade from 1962 to 1972 and it is continuing to rise steadily, from 133,000 in 1972-1973 to a projected 155,000 by 1976-1977, reflecting a current growth rate of between 3 and 5 per cent annually. Current and projected increases in the numbers of part-time graduate students are even more striking. It is anticipated that the number of part-time graduate students will have increased more than 40 per cent in the five-year period from 1972-1973 to 1976-1977, rising from 20,500 to approximately 29,000, indicating a growth rate of between 7 and 12 per cent annually. As noted by Statistics Canada, this marked increase in part-time enrolment at the graduate level is in contrast to full-time graduate enrolment, which appears to have stabilized in many areas.

As a percentage of the total enrolment at Canadian universities, the proportion made up of students enrolled on a part-time basis has risen sharply in recent years at all degree levels and in almost every academic field. The number of undergraduates who are enrolled on a part-time basis has increased from 25 per cent in 1970-1971 to over 31 per cent in 1973-1974, the most recent year for which figures are available from Statistics Canada. At the master's degree level, the proportion of part-time students increased from 33 per cent in 1970-1971 to over 45 per cent of the total student enrolment in 1973-1974. At the doctoral level the number of part-time students has risen from 19 per cent of the total enrolment in 1970-1971 to nearly 30 per cent in 1973-1974. There has also been a remarkable increase in the total number of students enrolled in part-time non-credit courses at Canadian universities, which rose more than 65 per cent, from 128,847 to 206,855, in the four-year period 1970-1971 to 1973-1974.

Part-time students thus comprise a significant and growing constituency whose needs must be carefully considered in curriculum planning and university budgeting. Since this is true not only of universities, but of community colleges and high schools as well, the Commission believes that close consultation about part-time and continuing education among these three elements of the educational system is desirable. In particular, the Commission notes the need for these institutions to devote much more attention than they have in the past to the development of the Canadian component in education for part-time students. This applies with particular force to universities, for, as one brief put it,

> Many of those now engaged in part-time and continuing education at university received very little exposure to Canadian studies in earlier years when these studies usually received little attention. If universities in Canada do not now ensure that part-time and continuing education offerings are adequately related to the Canadian context, a substantial part of the student population in this country will be denied an opportunity of ever gaining, through participation in formal academic studies, a knowledge and understanding of their own country. Canadian studies are just as important for part-time students as for full-time students, and this fact needs to be taken into account by university administrators and university teachers alike.

Whether part-time students are coming to university for the first time or are returning after a period of absence, their educational experience should include the opportunity to take courses that will broaden their knowledge and understanding of the society in which they live. Throughout the Commission's *Report* the point is made that universities have important obligations to their wider community for part-time and continuing education and for ensuring that the Canadian component is not neglected in this type of education. It is encouraging that so many universities in Canada are now taking seriously their responsibility for these aspects of higher education. However, the Commission expresses the hope that, as more students enrol in part-time and continuing education courses and programmes, universities will make greater efforts to maintain consistently high quality in these courses and programmes and also to ensure that they include adequate provision for studies relating to Canada.

In the two succeeding chapters the Commission points to the need for more attention to Canadian studies in science and technology and in the professions. Part of this need can and should be met by the development of appropriate part-time courses and programmes oriented to Canadian conditions and concerns. Submissions repeatedly demonstrated to the Commission the need to equip many science graduates with a better knowledge of contemporary and historical Canadian society. Well-planned programmes in part-time and continuing education should enable interested science graduates to study the history, institutions and social and cultural framework of the society within which they live and to examine also the role of the scientist in this society. Conversely, part-time and continuing education programmes should provide an opportunity for non-scientists to acquire better knowledge and understanding of the critically important role played by science and technology in our culture and society.

Similarly, part-time courses and continuing education programmes should provide opportunities for university graduates in every professional field to add to their knowledge and understanding of the society in which they are applying their professional skills. In order to be able to make their best contribution, by applying their technical and professional training in the most effective ways, members of the professions in Canada must know this country well, and understand its particular environment, history, culture, institutions, problems and requirements.

In both the sciences and the professions greatly expanded programmes of continuing education are needed to meet a two-fold objective: to enable university graduates to bring up to date their knowledge of developments in their field and to help them to relate their work to the changing problems and conditions of Canadian society. To this end new types of continuing education programmes that will focus on current Canadian issues and circumstances in the scientific and professional fields are required in many areas. Such programmes should also include courses that examine the social dimensions of the scientific and professional problems under study. Far more attention must be devoted by educators to the challenge of re-education in the sciences and in the professions.

University graduates, and teachers, in many fields indicated to the Commission their strong interest in the development of continuing education programmes that would provide opportunities to pursue studies relating to Canada. Graduates from many disciplines in the humanities and social sciences would welcome programmes to advance, refresh and up-date their knowledge about such subjects as Canadian literature, politics, history, economics, the fine and performing arts and sociology. Graduates in the sciences expressed interest in the possibility of continuing education courses in which they could examine environmental questions and the application of technology and of scientific knowledge to local, regional and national problems. Graduates in such professions as agriculture, architecture, business administration, engineering, forestry, the health sciences, law and social work expressed concern that there were not more opportunities to study new developments in their field in Canada and to relate their work to the changing needs and circumstances of this country.

The Commission was particularly interested to note the large numbers of teachers in elementary and secondary schools who made clear their interest in taking Canadian-oriented university courses to supplement and update their previous educational experience. In some Provinces assistance and incentives are available to teachers who wish to undertake such studies. The Commission urges that every Province extend help and encouragement to teachers who want to take courses to add to their knowledge of Canada. Increased opportunities for teacher training in Canadian studies are essential if teachers are to be prepared adequately and in sufficient numbers for the introduction of more substantial work in Canadian studies at the elementary and secondary school level. The Commission was also glad to note the interest of many librarians in the development of continuing education programmes relating to the study of Canada for their profession. Both teachers and librarians have a doubly important contribution to make to the extension of Canadian studies because of the role which they play, in turn, in the education of others. In these fields, as in many others, there are abundant indications that there will be a strong and positive response to the introduction of continuing education programmes which will enlarge the opportunities for studies relating to Canada.

The importance of providing more part-time courses and continuing education programmes relating to Canadian needs and circumstances is further underlined by the fact that many graduates subsequently switch from the field in which they did their undergraduate or professional studies. More studies and statistical information about this phenomenon and its consequences are required in Canada. However, a recent study by the College Placement Council in the United States found almost half of the total number of 1965 and 1970 college graduates in that country are not in the occupations they planned to enter when they were in their last year of university. Four-fifths of those now engaged in teaching, for example, did not major in education. Such figures point to the need to provide courses that will enable graduates to acquire the knowledge that they will require about their society and the place of their new occupation in that society.

In addition to continuing education programmes and part-time courses for credit towards a university degree, many more non-credit courses and programmes should be offered by universities in the field of Canadian studies. Such courses make a welcome contribution to the community in which the university is located, can add to the financial resources of the institution and may provide occasions for teachers to develop a particular idea or interest. The recent report of a Special Committee on Non-Credit Continuing Education of the Council of Ontario Universities has argued that universities have as much responsibility for non-credit as for credit education and has stressed the need to ensure that the quality of non-credit courses is carefully maintained. The Special Committee also urged that an appropriate method of public funding should be established for non-credit courses, akin to the public support now provided to universities for credit instruction. While this proposal raises serious academic, administrative and financial questions, it does point to the growing and potential importance of part-time non-credit university instruction.

There is, indeed, scope for extensive university programmes of public education in many areas of Canadian studies. As noted in the chapter on professional education, for example, the Chief Justice of Canada has commented on the need for a more widespread knowledge among Canadians about the laws and legal institutions of our country and about the ways in which they operate. Because legal education has an importance that extends far beyond the professional law faculties to every citizen, the Commission recommends in that chapter that these faculties conduct more active programmes of extension education, designed to inform interested members of the general public about the Canadian legal system.

Similarly, in the same chapter, the Commission draws attention to the conclusion expressed by Dr H. Rocke Robertson and his colleagues in the special study *Health Care in Canada* that the greatest potential for improving the health of the Canadian people may well lie in better programmes of public health education related to Canadian needs, rather than in research and professional training, important though these are. Similar arguments about the importance of public education could be advanced for almost every area of educational endeavour in Canada and, in each case, the opportunity and responsibility of the universities to play a leading part through non-credit programmes of instruction might fairly be noted.

Fortunately, many universities across Canada have already recognized the need to provide more courses, both credit and non-credit, oriented to Canadian concerns in part-time and continuing education. At York University's Atkinson College, for example, there is a Canadian studies option in the Liberal Studies Programme. The Continuing Education Programme at the University of Toronto offers such diverse courses as Book Publishing in Canada, Contemporary Canadian Literature, and Urban Adjustment of Canadian Indians. A Canadian studies programme is offered by the Centre for Continuing Education at McGill University, and the Programme d'études québécoises offered by the Service d'éducation permanente at the Université de Montréal seeks to:

> permettre a l'étudiant adulte de saisir l'interaction et la complexité des phénomènes sociaux, politiques, économiques et culturels propres au Québec, lui permettre d'envisager les multiples facettes d'une question et d'effectuer sa propre synthèse du phénomène québécois. Dès le début, on a retenu la démarche chronologique dans la mesure où les réalites actuelles trouvent leurs racines dans le passé.

Summer session programmes in the field of Canadian studies have also been held. For example, the Division of Continuing Education at the University of Calgary has several times organized a summer session Institute on Canadian Society, which included courses at both the graduate and undergraduate levels designed to permit study of various aspects of Canadian society. Moreover, the programme emphasized the utility of an interdisciplinary approach and the need to integrate practical experience with formal study. In a preceding section of this chapter, dealing with regional studies, the Commission has commented upon the value of the summer programme conducted by the Atlantic Canada Institute and recommended that similar summer programmes focusing on Canadian and regional studies be initiated by universities in other regions of the country.

The Commission has been glad to note that a number of universities, and professions and businesses, have taken steps to facilitate public participation in part-time and continuing education. The University of Prince Edward Island, for example, in 1973 introduced free tuition for senior citizens who enrolled in courses at that university. Several other Canadian universities have now followed this example and decided to waive tuition fees for senior citizens. An increasing number of professions are making provision to encourage and assist their members to take refresher courses as a means of keeping up with new developments in their field and relating their work more closely to the changing character and requirements of the Canadian community. The Commission welcomes this trend and urges that the universities and professional bodies work together to ensure that appropriate continuing education programmes are made available in every professional field. The Commission further suggests that the business community and Government take similar steps to encourage their staff members to participate in part-time continuing education.

Universities right across Canada now arrange to hold the great majority of their extension and part-time studies courses in the evening. This arrangement was natural in the early days of university extension work and it will continue to be useful for a substantial proportion of these courses. However, as work patterns change and become more flexible, and as shorter work weeks become more widespread, it is likely that more people will be able to attend classes scheduled at all times of the day. Some businesses and Government agencies are now allowing employees to take advantage of appropriate part-time and continuing educational opportunities during traditional working hours and more should do so. The Canadian Manufacturers' Association has recognized the importance of such study and expressed at least guarded approval of treating participation in such programmes as a regular part of the working day. Again, part-time and continuing education offerings, if appropriately planned, can help fill the gap in the education of those who have not previously had much opportunity to pursue formal studies about their own country. The Commission believes, moreover, that the increased diversity of classroom composition that would result from the integration of more part-time students into the regular curriculum would often be beneficial to all concerned, bringing to the undergraduate classroom the perspectives, background and experience of more mature students and giving to these older students the opportunity of exposure to young and lively minds. Universities should be more open and active in recruiting mature students. The growing interest of mature students in university study provides Canadian higher education with a rare and welcome opportunity for both academic and financial development.

Given the number, nature and special needs of students who enrol in part-time and continuing education, the universities and colleges of Canada have a responsibility to ensure that the Canadian dimensions of such studies are not neglected. This applies both to courses and programmes designed specifically for part-time students and to the content of course offerings in the regular university curriculum that are, or could be made, available to such students. Meeting these obligations effectively can produce social and intellectual benefits of great value to the universities and to the community as well as to the many individuals concerned. On both counts the Commission welcomes the initiatives that have already been undertaken to extend the opportunities for Canadian studies in part-time and continuing education, and looks forward to further developments in this field in all parts of Canada.

Pan Canadian Studies

The Commission's research and inquiries support entirely the view expressed in many briefs that there is a need for a much greater exchange of students and teachers between universities in Canada, particularly between universities in different parts of the country. In various sections of the *Report* specific recommendations are made to help meet this need. Here the Commission wishes to stress the desirability of establishing a major national programme designed to help interested Canadian university students to increase their knowledge of people, places and conditions, and of different academic approaches, in other parts of Canada through a system that not only allows but encourages them to pursue their studies at several institutions in a number of regions. The Commission believes that it should be possible for interested students in appropriate fields of study, at both the undergraduate and graduate levels, to complete their degree requirements by taking courses at several universities, provided that the courses are selected to constitute a properly balanced academic programme. The academic community and the wider Canadian community, as well as the individual students concerned, would benefit from arrangements that would allow and assist students to move more freely between universities and between different parts of the country in pursuit of their academic interests.

The Commission therefore recommends that the Association of Universities and Colleges of Canada, with the support of the Department of the Secretary of State, foster arrangements for a national approach to cross-registration between the universities of this country that will enable students in appropriate academic fields to move between institutions much more readily than is now possible. Detailed studies and specific agreements for the transfer of academic credits and of tuition fees must be developed. There are substantial financial and administrative problems to be worked out. Moreover, there is a vast inertia surrounding this matter to be overcome. However, these problems can and should be resolved. There are few countries in the world in which so many difficulties are put in the way of students who wish to transfer from one university to another. Indeed, the Commission's inquiries indicated that it is often easier for students attending university in one of the twenty countries in Western Europe to transfer their credits to a university in another of these countries than it is for a student to transfer credits from one university to another in Canada.

The Commission welcomes the initiative of the Conference of Rectors and Principals of Quebec Universities in establishing an agreement for cross-registration between universities in that Province. Under this agreement students registered in one university in Quebec can now register at the same time for academic credit at any other university in the Province up to a maximum of six credits per academic year. Provision is made for the transfer of credit and of tuition fees between the institutions concerned. The agreement, which was implemented following a successful two-year pilot project among the universities in Montreal, is now in its third year of operation. During the academic year 1974-1975 more than six hundred students took advantage of the scheme by taking courses at Quebec universities other than the one in which they were formally enrolled. The Commission recommends that similar agreements to facilitate cross-registration be developed by universities in the other Provinces, or regional groupings of Provinces, as a first step towards a national agreement to facilitate cross-registration by students extending beyond provincial and regional boundaries.

A national programme to facilitate the transfer of credits would produce many benefits, in addition to promoting a wider knowledge of Canada and better communication within the Canadian academic community. It would open up to students a broader selection of courses than is available at any single university. It would contribute towards a rationalization of the university curriculum and of university expenditures by reducing the pressures to duplicate all courses at every institution. It should also assist and encourage universities to develop their special strengths in selected academic fields. This should, in turn, contribute to the overall balance and strength of the Canadian university system.

The increased mobility for students that would result from the development of arrangements for a readier transfer of credits between Canadian universities would often have particularly useful consequences for those interested in Canadian studies. It would make it possible for students to study differing circumstances and perspectives at first hand, and to plan programmes of study that would enable them to draw upon the diverse talent and experience available at several universities in their field of academic interest. The study, for example, of Canadian literature and languages, history, politics, economics, business, geography, sociology, anthropology, and the fine and performing arts, as well as many aspects of science and the professions, would be enhanced by this opportunity.

Beyond the general advantages that this arrangement would open up for students in every field of study relating directly to Canadian problems and conditions, it would make possible the establishment of a more formal Pan-Canadian Studies Programme established jointly by a number of universities for the specific purpose of providing students with an opportunity to participate in a planned programme of studies about Canada by attending universities located in several different regions of the country. Such joint programmes for the study of Canada have already been established by several groups of universities in the United States, in New England, in New York State and in California, for example, and consideration is now being given to establishing a co-operative Canadian studies programme by several universities in the United Kingdom. It is surely time that a Pan-Canadian Studies Programme was established by universities in Canada itself. In addition to the Canadian students who would no doubt wish to participate in such a programme, there are many indications that students from other countries would also welcome an opportunity to take a degree in Canadian studies in a six or nine semester programme that would take them to universities in each of the main regions of this country.

The Commission recommends that the Association of Universities and Colleges of Canada, in consultation with the Association for Canadian Studies, and with the support of the Department of the Secretary of State, invite interested universities to attend a meeting to initiate the planning and arrangements for a Pan-Canadian programme through which interested students will be able to pursue Canadian studies at a network of participating institutions.

Conclusion and General Recommendations

In this chapter the Commission has aimed at examining problems, illustrating certain neglected areas, identifying areas of strength and demonstrating the wealth of opportunities available in the Canadian studies field throughout the university curriculum. Every section of the chapter contains numerous conclusions, findings and specific recommendations and suggestions intended to encourage the progress that is being made in Canadian studies at universities across Canada and to bring about orderly improvements in this field where these have appeared to be needed. More than five hundred specific recommendations and suggestions pertaining to individual disciplines and to related areas of academic inquiry can be found in the body of the text. The general recommendations listed below have been selected for their importance in a wide range of situations. Neither the specific recommendations in the text nor the general recommendations listed below should be viewed as a comprehensive set of proposals. It is hoped, however, that they will serve to highlight many of the existing deficiencies in teaching and research about Canada at Canadian universities and to suggest possible approaches for dealing with these deficiencies. In addition, many of the recommendations in other chapters of the *Report* have direct or indirect implications for Canadian content in the university curriculum.

The Commission's inquiries made clear that the state of both teaching and research in the various fields of study relating to Canada at Canadian universities leaves a great deal to be desired. Many factors, working in diverse patterns in the various disciplines and in the different regions of the country, have been responsible for originating and perpetuating a general neglect of Canadian studies at Canadian universities. Our universities have often been reluctant to accord to such studies a significant place in the curriculum. Moreover, in many academic areas universities have not yet assumed to any adequate extent the function of scholarly investigation of Canadian problems and circumstances which they are uniquely qualified to undertake.

Despite some general improvement in the quality and amount of attention devoted to Canadian studies in the past few years, Canadian questions and conditions are still almost completely ignored in many courses in which it would be natural and helpful for them to be included. In some situations the interest shown by students and by younger faculty members in Canadian studies has been rebuffed, or even actively discouraged, by the attitude of indifference or hostility towards such studies adopted by some members of the faculty and administration. Indeed, in some disciplines the amount of attention directed to Canadian concerns has actually diminished at many universities, and it may be reduced still further unless appropriate actions are taken by the institutions and disciplines concerned.

As things now stand, there are few other countries in the world with a developed post-secondary educational system that pay so little attention to the study of their own culture, problems and circumstances in the university curriculum. While all our universities provide some opportunities to study Canadian questions, few provide sufficient opportunities within their curriculum for such studies to be pursued in a comprehensive or substantial way. Despite recent improvements Canadian subject matter continues to receive less than the attention it requires or deserves in the undergraduate curriculum. Post-graduate work in most of the fields relating directly to Canada is also still very limited.

Many scholars, both graduate students and faculty members, experience difficulty in obtaining support or encouragement to pursue their research interests in the field of Canadian studies. Yet there is scope and need for far more research in almost every area of study relating to Canada. Critical studies and assessments are required of material and information that is already available. Additional materials and new knowledge await discovery and examination. Technical work is needed on many highly specialized topics, and this must be accompanied by the exploration of wider perspectives. Broad and co-operative transdisciplinary studies that will help to synthesize our knowledge and understanding of this country, its culture, society and resources are also required.

There are legitimate, indeed compelling, scholarly reasons for the study of Canada. The cultural heritage and physical environment of this country merit study for their own sake. In addition, universities have an important contribution to make to the study and resolution of the problems that confront our society. Yet, in many academic areas such study is not taking place and universities are not making their proper contribution to enlarging our knowledge and understanding of Canadian society. Too often the content of the curriculum reflects little awareness of the major problems and opportunities that confront us as a society, nor does it give adequate recognition to the need to examine the particular history, institutions and circumstances of this society. In many disciplines the university curriculum is not sufficiently attuned to the Canadian context in which it is being taught.

Teaching and research in most fields need to become more firmly rooted in Canada, more concerned with the particular problems and conditions of this country and more committed to the study of the Canadian cultural and physical environments than they have been in the past. Unless this happens, our knowledge and understanding of our own society will be dangerously incomplete, and we will fail also in our obligation to contribute knowledge drawn from our experience and circumstances to the common pool of international scholarship.

The Commission makes no argument for impeding the range and freedom of academic inquiry or for building educational barricades against the cultural and research achievements of other lands. On the contrary, it warns against the dangers of intellectual xenophobia, and urges the importance of a full and rounded Canadian participation in international scholarly activity. What the Commission does argue for is the need for a reasonable balance in the curriculum that will allow sufficient attention to be given to the particular problems and circumstances of this country. A university curriculum that does not help Canadians to know and understand the cultural and physical environments that they live and work in, that affect so profoundly their daily life, and that in turn are affected by their actions, cannot be justified in either educational or practical terms. It is essential from the standpoint both of sound and balanced scholarship and of practicality that studies of the Canadian situation occupy an appropriate place in the curriculum and in the research interests of every university in Canada. To this end, in the Commission's view, changes are clearly desirable in the content and orientation of course offerings in most disciplines at most universities in order to give appropriate attention to the Canadian content and to the Canadian context of both teaching and research. Moreover, it is also clear that there will be increasing pressure upon the universities from many concerned students and faculty members, and from concerned members of the public, until such redress has been effected and there is a reasonable balance in the curriculum that allows sufficient attention to be directed to Canadian academic interests.

In making this point, the Commission does not advocate any one approach to the teaching of Canadian studies. It suggests that it will be desirable for many different approaches to be explored. Varying degrees of emphasis on Canadian problems, circumstances and material, and the development of strengths in different fields of Canadian studies, will be appropriate in different disciplines at different institutions. Nor does the Commission propose statistical norms for the desirable level of Canadian content. Any attempt to impose arbitrary percentages for Canadian content in the curriculum would be unworkable and unacceptable. Any simple across-the-board approach to the questions of Canadian content ignores the larger question of quality, as well as the great diversity in disciplinary and institutional circumstances. The extent and nature of the attention it is appropriate to devote to Canadian subject matter will vary considerably through the range of disciplines in the social sciences and humanities, the professions and the pure sciences. Although in some areas there will be little reason or occasion to make use of Canadian materials, such instances will be rare. There are few situations in the university curriculum in which some recognition of the particular Canadian dimensions or applicability of an academic discipline would not be natural or helpful. Even where the subject matter has no obvious Canadian content, the Canadian context of the classroom is significant.

There is much to stimulate and to challenge students, teachers and researchers in the cultural and physical circumstances of Canada. It is essential now to give adequate encouragement and support to academic activity in Canadian studies. Failure to do so will widen the gap between the universities and their society, discourage promising teachers and researchers from developing their scholarly interest in Canada and deny to Canadian students the opportunity to study their own country in a more thorough and substantial way. It is essential, too, to foster more research, teaching and serious critical thinking about Canadian problems and conditions. It is a matter both of prudent housekeeping and of good stewardship that Canadian studies should be given adequate attention the curriculum of our universities in order that our citizens will be able to cope satisfactorily with their responsiblities for the wise management of their extensive and complex physical and cultural inheritance.

A substantial foundation has been laid in recent years for Canadian studies in many academic areas. However, there is both need and opportunity for greater activity in this field at universities in every part of Canada. It is now time for a major expansion in the attention given to Canadian studies to meet the interest and the needs at both the undergraduate and graduate levels. In the Commission's judgement, deliberate action by the universities, by funding agencies, by learned societies and associations, as well as by individual scholars and students, will be required to ensure that adequate and sustained attention is given in the university curriculum to subjects of particular Canadian interest. It is no longer good enough to rely upon some natural unguided process of self-correction to remedy the neglect of Canadian studies as so many have done in the past.

1. The Commission recommends a major expansion in the attention given to Canadian studies in the university curriculum in many academic areas at both the undergraduate and graduate levels.

2. The Commission recommends that universities, funding agencies and academic and educational associations and bodies take deliberate action to ensure that appropriate attention is given in all courses to the Canadian dimensions of the subject matter and to the Canadian context of the classroom.

3. The Commission recommends that each university and college establish a committee of its Senate or other senior academic body to review, and to propose action on, the findings and recommendations in this *Report* that are relevant to its own situation. Other institutions, agencies and bodies involved in education, including community colleges, departments of education and of higher education, schools and school boards, research centres, public and private funding bodies, learned societies and educational associations should also consider establishing committees for the same purpose.

4. The Commission recommends that in every university and college, curriculum review and planning bodies, at both the departmental and faculty level, should carefully evaluate what is being and what can be done to enhance the scope and quality of the opportunities provided in their curriculum for study relating to Canada.

5. The Commission recommends that the Association of Universities and Colleges of Canada establish a standing committee to follow up the findings and recommendations of this *Report* and to monitor and make recommendations upon the changing state of Canadian studies.

6. The Commission urges each university to ensure that courses and programmes in Canadian studies have been carefully planned and prepared before approving their introduction. The Commission cautions against the introduction of superficial, token or ill-prepared programmes of teaching and research in response to the awakening public interest in Canadian studies and/or to rumblings of conscience about the past neglect of this field.

7. Serious and extended research, and critical thought, must be devoted to the development of appropriate curriculum for Canadian studies at the national and regional levels, as well as by individual institutions. Such research, at all three levels, should include an examination of alternative approaches to Canadian studies. Different possiblities in regard to course content, programme orientation, teaching methods and organizational framework should all be explored. Research on curriculum development at the regional and national levels should lead to the design of a range of specific proposals that would be of assistance to the increasing number of institutions and individual teachers working in this field. To this end the Commission recommends that: the Department of the Secretary of State and the Council of Ministers of Education, Canada, encourage and assist the Association for Canadian Studies to convene a series of small working groups, in each region of the country, to examine curriculum needs in Canadian studies;

   This step should be followed by the convening of a national conference and the establishment of arrangements for some continuing research on curriculum development for Canadian studies at the post-secondary level;

   Such research should also then be supported by the Council of Ministers and the Department of the Secretary of State;

   The Association of Universities and Colleges of Canada should give active support to these and similar measures designed to advance the place of Canadian studies in the university curriculum.

8. The Commission recommends that a variety of approaches be followed in the development of Canadian studies, depending upon the needs and circumstances of individual disciplines and institutions, and in keeping with the diversity characteristic of the universities and colleges of this country, which is one of the strengths of the Canadian system of higher education.

9. The Commission was struck by the fact that few of the learned societies representing an academic discipline in Canada have made any serious examination of the extent or adequacy of the attention being devoted by their members to Canadian subject matter and concerns. Indeed, little information of any sort, aggregated on a national or regional basis, is available about the nature of the courses being offered in most disciplines at Canadian universities. The Commission is impressed by the usefulness of the nation-wide curriculum review being carried out, for example, by the Committee on Canadian Content of the Canadian Political Science Association and recommends that the learned societies representing other appropriate disciplines examine the report of this Committee with a view to undertaking similar studies to meet their own needs. Each learned society should consider establishing a special committee on Canadian studies to gather data on a national and regional basis about the Canadian content in the courses offered in the discipline concerned at both the undergraduate and graduate levels. Such national curriculum review committees should be asked not only to report upon facts, but also to comment on their findings, to draw conclusions and to make recommendations regarding the nature and extent of the attention given to Canadian subject matter in the discipline concerned. The Commission believes that such national curriculum reviews, on a discipline by discipline basis, will point to the wide scope and many opportunities for the pursuit of Canadian studies existing in many academic areas. In the Commission's view, changes are clearly desirable in the content and orientation of course offerings in most disciplines at most universities in order to give appropriate attention to the Canadian content and to the Canadian context of both teaching and research.

10. The Commission is grateful to the Education, Science and Culture Division of Statistics Canada for the information, analyses and advice that have been helpful in formulating many of the conclusions and recommendations in this and

succeeding chapters. It believes, however, that more data and analyses, which would be of great assistance to those engaged in academic planning, as well as to individual scholars and students, could often be provided by Statistics Canada if it had increased staff and resources. The prompt availability of statistical information and analyses required for academic planning and decision-making would frequently make possible savings in time and eliminate duplication of effort, which would more than offset the costs to the public of some expansion in the service provided by Statistics Canada. The Commission therefore recommends to the Federal Government that increased resources be provided to Statistics Canada to support some expansion of the work of the Education, Science and Culture Division.

11. The Commission recommends that Statistics Canada prepare, in co-operation with the Association for Canadian Studies and the Association of Universities and Colleges of Canada, an annual publication providing statistical information and analysis about Canadian studies at the post-secondary level. The publication should survey and list all courses and programmes in Canadian studies, the academic level at which they are offered, the universities that offer them, the total numbers of students and faculty involved, and the degrees awarded. The publication should also provide information about research activities and about financial grants and awards made in this field to students and faculty members.

12. The Commission recommends that Statistics Canada, working in close co-operation with the Canada Council and the appropriate learned societies, prepare at regular intervals statistical surveys of each of the major academic disciplines. Such surveys should provide information on a national and regional basis about student enrolments, faculty numbers and qualifications, courses and programmes, grants and awards and research activity. The present lack of comprehensive, detailed and reliable information about the state of individual academic disciplines in Canada poses serious problems.

13. The Commission has noted with regret some instances in which surveys, reports and research findings prepared for or by Government departments and agencies, both federal and provincial, have been withheld from the public even when these documents would clearly be of direct assistance to universities in their academic planning and to the work of individual teachers and researchers. The information contained in such surveys, reports and research findings is frequently of particular interest to those engaged in Canadian studies. The concealment or non-publication by Government of potentially useful reports and data is a disservice to the academic community that can impede both research and good planning and lead to unnecessary expenditures and duplication of effort. The Commission therefore recommends that the results of all studies undertaken by or for Government that are relevant to the work of the academic community be made public within a reasonable time following their completion.

14. The Commission recommends that Government departments and agencies, both federal and provincial, adopt an open door policy to the fullest extent possible to assist those engaged in research. Readier access to Government libraries, archives, research facilities and support services would greatly facilitate the work of scholars in many areas of Canadian studies.

15. The Commission recommends that the particular social and educational needs of the community – local, regional and national – be recognized as significant considerations in the future development of university curricula in Canada.

16. The Commission draws attention to the potential value of local and regional studies as a legitimate and important area of teaching and research, which is worth while in itself and has much to contribute to our knowledge and understanding of broader Canadian themes and issues. Systematic and sustained scholarly studies are needed of all the regions that make up Canada. Community and regional studies should be recognized as a proper and, indeed, essential element in the university cirriculum. In making this recommendation, the Commission has in mind both the possibility of special programmes and courses in local and regional studies and the need to inject some consideration of the community and regional dimensions of a subject into many existing courses where this is now absent.

17. Each university in Canada should engage in some teaching and research about the area in which it is located.

18. In addition to a concern with the study of their own locale, universities should ensure that some realistic attention is

given in appropriate disciplines to the distinctive features of other regions of Canada. Hard knowledge, rooted in the facts of local and regional circumstances, is needed to give substance to academic theorizing about national events and situations. Moreover, a great deal may be learned from comparative regional studies in which common themes can be examined in the context of the different experiences of two or more regions of the country. Regional studies should involve more than the study of one particular region. It should also involve the study of that region in relation to other regions, and in relation to the whole. The various regions of Canada need to study and to know more about one another.

19. The Commission recommends to the Government of each Province that it give consideration to establishing and funding an independent board to commission and direct a comprehensive programme of research and publication about the historical and contemporary life of the Province. The Commission notes the possibility that, in some instances, two or more Provinces might wish to join together to establish such a board and programme for a wider region than one Province. In other instances, two or more Provinces might wish to consider jointly funding a particular research and publication project relating to a subject of common interest. Consideration might also be given to supporting studies of a cultural, geographical or scientific nature that relate specifically to the provincial or regional context.

20. The Commission recommends that increased attention be devoted to the need and opportunities for Canadian studies in such new or developing areas of academic work as ethnic studies, area studies, environmental studies and women's studies, as well as in the traditional academic disciplines.

21. The Commission recommends that more attention be devoted, in all appropriate areas of the university curriculum, to study of the cultural life of Canada.

22. The Commission recommends to Provincial and Federal Governments, to other granting agencies and to private donors that support be increased for programmes of teaching and research in the fine and performing arts. It recommends to universities that increased attention be devoted to Canadian studies in the curriculum of the fine and performing arts.

23. The Commission's inquiries point to a remarkable lack of even basic knowledge about Canadian political institutions, processes and events among many Canadian university students and graduates. In view of the fundamental importance of the political process in the life of this country, the Commission recommends that students enrolled in all university programmes be allowed and encouraged to take at least one credit course dealing with the political institutions and political culture of Canada. The Commission also recommends that Canadian content in the political science curriculum be substantially increased at many universities. The Commission notes, also, the need for more research and graduate work concerned with Canadian matters in political science.

24. The Commission recommends that universities take more deliberate action to encourage the study and investigation of particular and specific Canadian problems in their programmes of teaching and research. Searching study of both contemporary issues and longer-term questions is required. Issues of immense significance confront this country in every area of public policy. More attention should be devoted to these questions in the curriculum and research activities of Canadian universities.

25. The Commission has noted with concern the extent to which the curriculum of Canadian universities is being shaped by the teaching interests and research priorities of the academic communities of other countries, particularly the United States. Because of this tendency, course content is often unduly limited or oriented to subject matter that is primarily of interest to the American academic community. Canadian questions and illustrations are almost completely ignored in some courses in which it would be natural for them to be examined, and subjects for study that do not appear to fit readily into the American framework of many disciplines are frequently overlooked or avoided with results that are often incongruous or even absurd. The Commission recommends that Canadian universities plan their curriculum and course content in the light of the particular academic needs, and the teaching and research interests, of this country.

26. The Commission cautions that methodologies, techniques and research tools that have been developed to meet the needs of the academic community of another country should not be assumed to be universally applicable or adopted uncritically by academic disciplines in Canada. Canadian universities should give high priority to creating an atmosphere in which methodologies, approaches, techniques and research tools can be developed to fit the needs of the distinctive society and conditions that are under examination in Canada.

27. Academic studies of a theoretical nature are properly universal in their scope and should not be restricted by national boundaries and considerations. However, there are sound academic and practical reasons for scholars at Canadian universities to examine, in both teaching and research, the particular circumstances and conditions to which academic theory will be applied in Canada and to review the means of applying and testing such theory in the light of these circumstances and conditions. It will often be useful to test the validity of certain theories, hypotheses and principles by examining their possible application in the Canadian context. The educational significance and the academic validity of the use of Canadian materials, case studies, examples and illustrations should also be more clearly recognized in theoretical studies.

28. The Commission recommends that more of the applied work in the social sciences be directed to the study and investigation of Canadian conditions and problems.

29. Scholarship and teaching in Canada have much to gain from the rich academic traditions of other countries. However, we should not adopt as our own the academic tradition of any other country in the misplaced belief that it is the only one deserving of attention or that our own is not worth developing. The Commission recommends that the Canadian academic community sustain and develop its own scholarly traditions and notes that in many fields there is already a distinguished Canadian tradition of scholarship and academic inquiry on which to build.

30. The Commission has found that the neglect of Canadian studies in the curriculum is frequently a reflection of the indifference, or even antipathy, shown toward such studies by many senior scholars and university administrators. Many scholars and administrators at Canadian universities have adopted, or accepted, the attitude that Canada is not a sufficiently interesting subject for study and research. Going further than this, some obviously feel that Canadian problems, events and circumstances are, almost by definition, of only second-rate academic importance. Indeed, the Commission encountered more than once senior scholars and administrators who scarcely troubled to disguise their view that studies relating to Canada were at best a very minor area for university work and that they should be kept that way.

There are clearly serious psychological barriers and problems of attitude to be overcome before appropriate attention can be given to Canadian studies in the teaching and research programmes of Canadian universities. Academic snobbery, reluctance to deal with the obvious and excessive deference to the priorities of prestigious scholars and institutions in larger metropolitan societies have each contributed to the neglect of Canadian studies. So, also, has the assumption, which is still held by many academics and administrators, that when Canadian academic interests, priorities and values differ from those elsewhere, they are necessarily inferior.

The Commission recommends that, in conjunction with its review of curriculum, each university examine the degree of openness and hospitality extended to the study of Canada within its various departments and disciplines. It is at least as important to ensure that the climate of scholarship is hospitable and supportive for those students, teachers and researchers interested in Canadian studies as it is to determine the current extent of the Canadian content offered. The Commission further recommends that senior university officials, including department chairmen, deans and executive heads, encourage the attitude within their universities that the study of Canadian society, culture, circumstances and conditions constitutes a valid and important area of academic work, and that Canadian content courses should have a prominent place in the university curriculum.

31. The Commission has found that, rightly or wrongly, many young faculty members believe their chances of employment, of tenure and of promotion will all be jeopardized if they push too hard or too openly for an expansion of teaching and research relating to Canada. This fear is also shared by many promising postgraduate students who believe that they have been discouraged, or even warned away, from pursuing their interest in some

aspect of Canadian studies. The Commission is deeply concerned by the extent to which this view is held. Moreover, it seems beyond reasonable doubt that there has been at least some foundation for such a fear in some instances. The Commission draws this situation to the attention of the university community, as a matter requiring careful and sensitive examination at many institutions and often in many departments.

32. Efforts to promote Canadian studies in the university curriculum should include the recruitment of faculty members who are sensitive to the academic and cultural environment of Canadian society, who are interested in and knowledgeable about the conditions of this society and who wish to foster learning about Canadian matters.

33. The Commission recommends an expansion of post-graduate programmes in many areas of Canadian studies identified in the text in order to meet the needs of Canadian society, including the universities, for more graduates with research experience who are knowledgeable about and interested in the study of this country.

34. The Commission recommends that a particular effort be made by universities in the field of teacher education to ensure that future teachers in the elementary and secondary schools of this country are given greater opportunity to acquire a fuller knowledge of Canadian society, culture, institutions and circumstances than is now often provided in the curriculum of teacher education programmes.

35. There is an urgent need to develop Canadian standards and procedures for technology assessment through the active co-operation of industry, Government and the university community. Canada will need to train large numbers of qualified technology assessors to advise legislators, public and civil servants, the judiciary, the business community and others that may be involved with the application of such standards and procedures.

36. The Commission has found that student interest and enrolment in Canadian-oriented courses in many academic fields is appreciably higher than the proportion of Canadian-oriented courses available in the curriculum. Consequently, the workload of faculty members teaching Canadian-oriented courses is often unusually heavy and students in these courses frequently receive less individual attention than can be given to students in less crowded courses. The Commission therefore recommends that appropriate university departments review their arrangements to ensure that there is a reasonable balance between the faculty workloads of those teaching Canadian courses and those teaching other courses, and also to ensure that equitable attention can be given by faculty members to students enrolled in courses with a Canadian orientation.

37. More extensive research is required in almost every area of study relating to Canada. Decisions about research priorities must be made constantly by universities and by funding agencies as well as by individual scholars. In making such decisions, due consideration should be given to Canadian needs and circumstances. The adoption by Canadian universities, funding agencies, and scholars of the research priorities currently prevailing in other countries will often militate against the investigation of subjects and questions of particular interest to this country.

38. Some Canadian-oriented research should be conducted in every university department in appropriate academic disciplines. Such research is needed for its own sake. In addition, the Commission notes that students are not likely to receive much stimulation to pursue studies pertaining to Canada in departments which ignore Canadian-oriented research.

39. Faculty members supervising theses in Canadian studies should have a perception of, and familiarity with, the distinctive features of Canadian oriented research and experience in the scholarly study of Canadian problems.

40. The Commission commends the practice followed by some university departments of encouraging students to choose Canadian topics for undergraduate or graduate theses.

41. The Commission recommends a more extensive and imaginative use of field work in Canadian studies courses and in many other courses in which it would be helpful to study Canadian situations at first hand.

42. Further efforts must be made to increase and strengthen scholarly communication about Canadian studies and among those engaged in such studies. Such efforts should include, for example:

(a) increased publicity about current programmes and resources;

(b) support for newsletters, journals, scholarly publications, and bibliographic studies;

(c) a series of regional workshops on the teaching of Canadian studies courses in which information on existing programmes, for example course outlines and reading lists, could be discussed by faculty in participating departments;

(d) faculty exchanges in the field of Canadian studies to enable members of staff to broaden their experience and to develop associations with scholars and teachers in other parts of the country;

(e) greater efforts to arrange and finance information-sharing and exchange programmes and workshops as a means of fostering curriculum development and planning, and of avoiding unnecessary duplication;

(f) the development of a strong and active Association for Canadian studies.

43. There should also be increased communication and consultation between those interested in Canadian studies at all levels of the educational system, for example between high school, community college, and university teachers, and between these members of the teaching profession and departments and boards of education. Such communication should seek to bring about some coordination in the development of curricula for Canadian studies throughout the educational system, from the primary grades to post-graduate studies. Information about research findings and teaching experiments in the Canadian studies field should be made known more widely and readily. Opportunities for co-operative projects in teaching, research, and publication, involving several levels of the educational system, should be explored. University teachers interested in Canadian studies should establish and maintain closer working and professional ties with those who share these interests at the other levels of the educational system.

44. The Commission recommends the development of close interdepartmental co-operation in the teaching of Canadian studies. University departments should consult with other interested departments in the planning of courses with a Canadian orientation. Opportunities should be developed to study the inter-relationships of various aspects of Canadian studies. For example, the inter-relationships of Canadian art with the physical environment, the literature, the social and political history, and the economic conditions of this country should be explored. To this end, fresh material and different perspectives should often be introduced to established courses. In addition, new programmes should be developed that combine existing courses from several disciplines, and new courses should be designed to deal with areas of transdisciplinary interest. Faculty members and students from a variety of disciplines should be brought together to share and pursue their common interests in the Canadian studies field.

45. Programmes and courses in Canadian studies should be constructed with the need for generalists, as well as for specialists, in mind. Generalists are urgently required with a trained capacity to synthesize knowledge about the country and with the broad experience and ability to provide the critical linkages between various fields of study relating to Canada.

46. Increased transdisciplinary and interdepartmental co-operation are also required in research for the study and resolution of Canadian problems. It is important to draw upon the contribution each discipline can make in addressing these problems. For example, the knowledge and expertise of lawyers, anthropologists, political scientists, economists, historians, sociologists and scholars in other fields, as well as of scientists, should be brought to bear on problems of the environment.

47. The most striking thing to many outside viewers about the present state of Canadian studies is the absence, with just a few exceptions, of any real teams of university scholars who concentrate on Canada as an entity. The Commission urges universities, funding agencies, and individual scholars to examine the need and opportunities for research teams in Canadian studies both within and between university departments. Such research teams should also often include members from more than one university, and from outside the university community. In making this recommendation, the Commission is not intending to detract from the fundamental importance of individual research. Both individual research and team research are required in Canadian studies.

48. The Commission believes that it will often be helpful to relate plans for graduate programmes in one area of Canadian studies to such programmes in other post-graduate fields. It therefore recommends that universities conduct integrated reviews of the current arrangements and future plans for graduate programmes in Canadian studies in related disciplines.

49. To meet the need for close and regular communication among those engaged in Canadian studies in a number of disciplines in the humanities and social sciences, and between these and members of the scientific and professionnal faculties with related interests, the Commission recommends that each university should have a standing co-ordinating committee on Canadian studies to facilitate the exchange of information about curriculum changes and proposals and to promote co-operation and co-ordiantion of activities in this field.

50. The Commission notes that historical and geographical circumstances have made Canada a natural centre for comparative, co-operative, and connectional studies in many academic fields. It recommends that universities, funding agencies, private donors, and individual scholars examine the opportunities for such studies in programmes of teaching and research relating to Canada.

51. The Commission recommends to federal and provincial funding agencies that strong support be provided to enable active participation by Canadian scholars and universities in international academic activities. The valuable contribution many Canadians have made to the international scholarly community through their participation in the work of learned societies and educational associations should be sustained and developed.

52. The Commission recommends that the support of teaching and research in Canadian studies should be clearly identified as a major part of the mandate of the federal granting agencies, and that additional resources should be provided to these agencies by the government to enable them to give greater financial support to work in this field.

53. The Commission recommends that each provincial government take into consideration the particular need to make up for past neglect of Canadian studies in its grants and other programmes of assistance to universities.

54. Concerted action is required by the universities and by the provincial and federal governments to develop university programmes in the field of bilingualism on a scale which can begin to meet the needs of Canadian society. The Commission recommends that the Association of Universities and Colleges of Canada, the Department of the Secretary of State, and the Council of Ministers of Education, Canada, work closely together to prepare and implement a substantial national programme designed to promote a working proficiency in the two official languages of Canada among university students, graduates, teachers, and administrators. Detailed recommendations for such a programme are contained in the text. The financial support required to implement this programme

should be provided through an extension of the existing federal-provincial agreement on bilingualism in education.

55. The Commission urges each university to review its administrative procedures with an eye to removing any prohibition there may now be upon the use of either of the country's official languages in the university's official business, and to developing their capacity to deal with members of the faculty, student body, and general public in both Canada's official languages.

56. Many of the learned societies and other organizations concerned with research and education should review their operating policy in terms of bilingualism and, where necessary, take steps to develop their bilingual capacity.

57. The Commission believes that a special effort is required to create a hospitable climate for French-speaking Canadians at the English-language universities of this country, and vice versa, and recommends that programmes to achieve this objective be given a high priority.

58. The Commission has commented in the text on the importance and the cultural value and significance of the many non-official languages that are spoken in this country. It believes that the presence of these languages, and of the diverse cultures they represent, is a source of strength for Canada and that such linguistic diversity, within the country's framework of official bilingualism, enhances both the cultural heritage and the cultural freedom of Canadians. In order that the reality of Canadian cultural pluralism can survive and thrive, it recommends that more effort and resources should be devoted to the support of teaching and research in the non-official languages by the provincial and federal governments, by the universities, and by other levels of the educational system.

59. To meet the urgent and continuing need for qualified translators and interpreters in Canada, the Commission urges the federal government, the Council of Ministers of Education, and the universities and community colleges to work together to develop a comprehensive national programme which would include increased support for existing schools, the establishment of additional schools and programmes at selected institutions, expanded research in this field, and measures to encourage and assist interested Canadians to develop their skills and qualifications as interpreters and translators.

60. The Commission recommends that the Association of Universities and Colleges of Canada, with the support of the Department of the Secretary of State, and of the Council of Ministers of Education, initiate arrangements for a national approach to cross-registration between the universities of Canada which will enable students in appropriate academic fields to move between institutions much more readily than is now possible. A major national programme should be established to help interested Canadian university students to increase their knowledge of people, places, and conditions, and of different academic approaches, in other parts of Canada through a system of cross-registration that not only allows but encourages them to pursue their studies at several institutions in a number of regions. The Commission believes that it should be possible for interested students in appropriate fields of study, at both the undergraduate and graduate levels, to complete their degree requirements by taking courses at several universities, provided that the courses are selected to constitute a properly balanced academic programme. The academic community and the wider Canadian community, as well as the individual students concerned, would benefit from arrangements that would allow and assist students to move more freely between universities and between different parts of the country in pursuit of their academic interests.

61. The Commission recommends that a Pan-Canadian Studies Programmes be established jointly by a number of universities to provide students with the opportunity to participate in a planned programme of studies about Canada by attending universities located in several different regions of the country. The Association of Universities and Colleges of Canada, in consultation with the Association for Canadian Studies, and with the support of the Department of the Secretary of State, should invite representatives of interested universities to attend a meeting to initiate the planning and arrangements for such a programme.

62. The Commission recommends a substantial expansion in the opportunities for Canadian studies in the part-time and continuing education work of universities.

63. The Commission urges the Canada Council, and other public and private donors, in consultation with appropriate

authorities in the academic community, and with the advice and assistance of the National Library, to provide the financial support required to make possible the compilation of basic bibliographical information in the many areas of Canadian studies that currently lack such information. The Commission draws attention to the recommendations and findings presented at the National Conference on the State of Canadian Bibliography held in May 1974 at the University of British Columbia.

FOOTNOTES

[1] Other comments on specific resources for Canadian studies are contained in later chapters.

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[4] *Journal of the Universities Art Association of Canada*, Vol. 1, No. 3 (Halifax, 1972).

[5] Douglas Lochhead, *Bibliography of Canadian Bibliographies*, second ed. (Toronto, 1972).

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[8] *Curriculum Survey: Can-Lit.*, presented to the Association of Canadian and Quebec Literature by the Committee for Resources in Canadian Literature, 29 May 1974.

[9] Carl F. Klinck, gen'l ed., *Literary History of Canada: Canadian Literature in English* (Toronto, 1965), p.822.

[10] Hugo McPherson, 'Why Read Canadian? Three Lectures and a Coda,' a paper delivered to the Ontario Association of College and University Libraries in Toronto, 11 May 1973, MS. p.4.

[11] Claude T. Bissell, 'Canadian Literature and Cultural History', an address given at the University of Western Ontario, 2 November 1972.

[12] Klinck, p.ix.

[13] Desmond Pacey, 'The Study of Canadian Literature', *Journal of Canadian Fiction*, 2 (Spring, 1973), p. 72.

[14] Richard Landon, 'Bibliography of Canadian Literature in English', a paper prepared for the National Conference on the State of Canadian Bibliography, University of British Columbia, 22-24 May 1974, p.22.

[15] Walter S. Avis, ed., *A Concise Dictionary of Canadianisms* (Toronto, 1973), p. vii.

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[18] M. Lebel, 'L'enseignement universitaire de la littérature canadienne-française au Canada et à l'étranger', *Culture*, 31, No. 3 (September 1970).

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[20] Paul Wyczynski, *Le Centre de recherches en littérature canadienne-française de l'Université d'Ottawa: Histoire et structures* (Ottawa, 1968).

[21] Sinclair Robinson, Donald Smith, Joyce Wayne, Robin Mathews, *French-Canadian Studies and Their Place in University French Departments: A Critique and Model for Change in English Canada* (Ottawa, 1972), p.10

[22] David M. Hayne, 'Position Paper: Canadian Literature in French', 28 February 1974, prepared for the National Conference on the State of Canadian Bibliography, University of British Columbia, 22-24 May 1974, pp. 12-13.

[23] M.Q. Innis, ed., *Essays in Canadian Economic History* (Toronto, 1956), p.3.

[24] The Canadian Foundation for Economic Education, 155 University Avenue, Toronto, Ontario, M5H 3B7.

[25] Gerald Fremlin, ed., *The National Atlas of Canada* (Ottawa, 1974).

[26] *Map Collections in the United States and Canada*, Special Libraries Association (New York, 1970).

[27] J.G. Nelson, R.C. Scace, and R. Kouri, eds. *Canadian Public Land Use in Perspective* (Ottawa, 1974), p.315.

[28] Paul M. Koroscil and Brian F. Phillips, "Geography" A Canadian Bibliographical Assessment," a paper presented to the National Conference on the State of Canadian Bibliography, the University of British Columbia, 22-24 May 1974.

[29] *Register of Post-Graduate Dissertations in Progress in History and Related Subjects/Répertoire des Thèses en Cours Portant sur des Sujets d'Histoire et autres Sujets Connexes*, (Compiled by the Public Archives of Canada and published by the Canadian Historical Association.)

[30] J.L. Granatstein and Paul Stevens, eds., *Canada Since 1867: A Bibliographical Guide* (Toronto, 1974), p.57.

[31] Alan Wilson, 'Historian and Bibliographer in Canada', a paper prepared for the National Conference on the State of Canadian Bibliography, University of British Columbia, 22-24 May 1974, pp. 23-25.

[32] Political science departments bear different names from one university to another: political studies, politics, political economy, government, etc. For purpose of convenience, the term 'political science' will be used in this section.

[33] Paul Fox et al., *Report of the Committee on Canadian Content*, submitted to the Canadian Political Science Association's Annual Meeting, August 1973, p.24.

[34] Ibid., Table 15, p.20.

[35] Fox et al., p.28

[36] Alan C. Cairns, 'Political Science in Canada and the Americanization Issue', *Canadian Journal of Political Science*, (June 1975), Vol. 8, No. 2, p. 201.

[37] Denis Smith, 'What are we teaching? The nationalization of political science', *Canadian Forum* (June 1971), p.4.

[38] Cairns, pp. 229-230.

[39] Ibid, p. 228.

[40] Fox et al., Table 1, p.7.

[41] W.H.N. Hull, 'The 1971 Survey of the Profession', *Canadian Journal of Political Science*, Vol. 6, No. 1 (March 1973), Table 4.

[42] Arnold F. Moir et al., *Report of the Committeee of Inquiry into Non-Canadian Influence in Alberta Post-Secondary Education* (Edmonton, 1972), p.92.

[43] Fox et al., p.19.

[44] Donald Smiley, 'Must Canadian Political Science be a Miniature Replica?', *Journal of Canadian Studies*, Vol. 9, No. 1 (February 1974), p.31.

[45] C.B. Macpherson, 'After Strange Gods: Canadian Political Science 1973', Convocation Address delivered at the University of Western Ontario, Spring 1973.

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[49] *Guide to Departments of Sociology and Anthropology in Canadian Universities, 1973-74*, Canadian Sociology and Anthropology Association, (Montreal, 1973).

[50] Moir et al., p.92.

[51] Ronald D. Lambert and James Curtis, 'Nationality and Professional Activity Correlates Among Social Scientists: Data Bearing on Conventional Wisdoms', *Canadian Review of Sociology and Anthropology*, Vol. 10, No. 1 (1973).

[52] Ibid., p. 64.

[53] *Brief to the AUCC Committee (Sic) on the Rationalization of University Research*,Part II: 'Anthropology and Sociology in the Canadian Context, presented by the Canadian Sociology and Anthropology Association.

[54] S.D. Clark, 'The American Take Over of Canadian Sociology: Myth or Reality', *Dalhousie Review* (Summer 1973), p.213.

[55] Ibid., p.206.

[56] Raymond Breton, 'The *Review* and the growth of sociology and anthropology in Canada', *Canadian Review of Sociology and Anthropology*, Vol. 12, No. 1 (February 1975), pp. 1, 2.

[57] Two Recommendations on Social Research: Response of the Canadian Sociology and Anthropology Association to the Bonneau-Corry Report – *Quest for the Optimum*, ms., April 25, 1973, p.7.

[58] *Report of the Royal Commission on Bilingualism and Biculturalism Book IV, The Cultural Contribution of the Other Ethnic Groups* (Ottawa, 1970), p.225.

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[60] R. Alan Hedley and T. Rennie Warburton, 'The Role of National Courses in the Teaching and Development of Sociology: The Canadian Case', *Sociological Review*, Vol. 21, No. 2 (May 1973), p.304.

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[62] Patricia Marchak, 'Bibliographies on the Anthropology and Sociology of Canada', a paper prepared for the National Conference on the State of Canadian Bibliography, University of British Columbia, 22-24 May 1974, p.1.

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[65] P.D. McTaggart-Cowan, 'Environmental Education Needs', remarks to a symposium of the Air Pollution Control Association, May 1973.

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[67] Ibid.

[68] C.J. Jaenen, 'Ethnic Studies – An Integral Part of Canadian Studies', Presidential Address to the National Conference on Ethnic Studies, Toronto, 27 October 1973.

[69] Andrew Gregorovich, *Canadian Ethnic Groups Bibliography* (Toronto, 1972), p.vii.

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[71] Canadian Ethnic Studies Association, c/o Department of Sociology, University of Toronto, 563 Spadina Avenue, Toronto, Ontario, M5S 1A1.

[72] *Canadian Ethnic Studies*, University of Calgary, Calgary, Alberta T2N 1N4.

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[107] Richard Allen, *The Social Passion: Religion and Social Reform in Canada 1914-28* (Toronto, 1971).

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[114] Commissioner of Official Languages, *Third Annual Report, 1972-1973* (Ottawa, 1974), p.44.

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[116] Commissioner of Official Languages, *Third Annual Report, 1972-1973*, Ottawa, 1974, pp. 51-52.

[117] *Report of the Royal Commission on Bilingualism and Biculturalism, Book 2, Education* (Ottawa, 1968).

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[121] 'Regulation on Bilingualism at the University of Ottawa', *University of Ottawa Gazette* (Supplement, November, 1974).

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[123] Remarks of the Minister of Education, at Cornwall, Ontario, 30 May 1975.

[124] William D. Schaefer, *Chronicle of Higher Education*, Vol. 9, No. 1, 23 September 1974.

[125] The Commission is indebted to the staff of Statistics Canada for their helpful assistance with the data referred to in this section. Additional information may be obtained from the Education, Science and Culture Division of Statistics Canada, Ottawa, Canada, K1A 0Z5.

Science, Technology, and Canadian Studies

DURING THE PAST DECADE, THE ROLE OF SCIENCE IN CANADA has been the subject of numerous major studies by both public and private agencies. Indeed, science policy in Canada, or at least aspects of it, is in danger of becoming 'studied to death'. While in no sense wishing to add unnecessarily to the on-going debate on science policy, nor pretending to any special knowledge in this field, the Commission believes strongly that a *Report* on Canadian studies would be incomplete if it did not at least address the important question of whether teaching and research in science and technology at Canadian universities are related sufficiently to Canadian circumstances. To omit a discussion on science would be to ignore one of the most important influences shaping the character of Canadian life.

For the purpose of this chapter, the Commission will use the term 'science' to embrace both pure science and applied science or technology, although it recognizes that Canadian concerns or dimensions in science tend to be more pronounced and more readily identifiable in the latter than in the former. When it makes use of the term science in a more limited sense, the Commission has in mind that branch of knowledge concerned with the life sciences and the physical sciences, and with the development of systematized knowledge in these fields derived from observation, study and experimentation. By technology the Commission means the application of scientific knowledge to practical purposes.

In this chapter the Commission will argue that, although science is international in scope, there are aspects of both science and technology that are particularly pertinent to Canada. The chapter will cite examples of areas of science that are of special interest to Canada because of the country's characteristics and physical resources, or because Canadian traditions, insights and talents are particularly well suited to deal with such areas. Subsequently, it will discuss some of the special problems, and opportunities confronting the development of indigenous teaching and research in science in Canada. Included will be a discussion of the character of scientific textbooks presently in use at Canadian universities and of the difficulties of publishing in the field of science and technology in Canada. The chapter will comment upon the need to develop and support facilities for scientific research and conservation and to encourage and assist Canadian scientific organizations. It will also emphasize the scope for greater attention to transdisciplinary research and teaching in science, with particular reference to Canadian studies, and the necessity of directing more attention to the history of science and technology in Canada. It will draw attention to the need for improved communication within and between the sciences, and, also, between the sciences and other disciplines. Finally, the chapter will discuss recent trends in Government funding of university research in the sciences and the implications of these trends for Canadian studies.

In preparing this chapter, the Commission met and/or corresponded extensively with representatives of more than fifty scientific associations across Canada. The Commission was also fortunate to receive at first hand the views of some five hundred scientists, who participated from coast to coast in its various public hearings. In addition, many scientists, and others interested in science-related issues, sent briefs and made informal submissions to the Commission on subjects as widely diverse as circumpolar research and unidentified flying objects.

Is There Canadian Science?

Throughout the Commission's work, particularly at the outset, some scientists vigorously rejected the notion that science has any relevance for Canadian studies. They often expressed to the Commission the views that the term 'Canadian studies' ought to be applied exclusively to the arts and letters, or to human and socio-economic questions; that, because of the universal basis of science, it is inappropriate to speak of 'Canadian science'; that science transcends all cultural and national boundaries and consequently cannot be national in character. The following excerpt from one brief typifies the response of many scientists to the Commission's initial inquiries:

> . . . our programme can, *in no way*, be considered to fall within the ambit of [the Commission on Canadian Studies]. There is, we believe, a catholicity about a health sciences programme such as the one we mount which *totally* transcends any national interest or boundary. The fact that we educate and train Canadian students, we treat Canadian patients, and we investigate chemical problems in a Canadian setting *is purely an accident of geography.*[1]

Another brief expressed a similar opinion in more graphic terms:

> A professor who is not a Canadian is studying the cellular biology of a non-Canadian frog with Canadian funds. His research is helping us to understand the process of fertilization. Would it alter[the Commission's judgement] if he worked on a Canadian frog? Or if he, himself, were a Canadian?

Science, of course, is international in character. The underlying certainty that there is a general and perhaps knowable order in the universe is a prevailing belief of many scientists. Motivated by this belief, the scientist constructs disciplines each of which endeavours to approach as clear an understanding of that universal order as possible. The systematized knowledge of the physical world, obtained and tested by scientists in pursuit of this belief, has led to the discovery of general laws that are basic to our entire way of life and to our understanding of the world and of the universe. None the less, the Commission believes that it is misleading to suggest that because science is universal, it does not have a national or cultural dimension. The fact is, science is not just a set of laws. As one writer has pointed out, science is

> an activity which involves people, attitudes, aims and processes. As such, it is as much a part of the cultural fabric of a nation as it is a pillar of technology . . . . Scientific laws may be universal but scientific practice is not.[2]

Science is, thus, very much a part of the culture of a country. Indeed, as another writer has pointed out:

> Science is the most important element in the culture of our time. It has more that is new to tell us about who and why and what we are than has any other contemporary branch of human knowledge.[3]

To know ourselves we must have an understanding and appreciation of the enormously important role played by science in our lives and in the formulation of our values and viewpoints. Science inevitably plays a large part in shaping the character of any modern state. This is so much the case that those who say that they are not interested in the science policy of a country, or even in its science, are saying, in effect, that they are not interested in the characteristics of that country or of its ways of life. Science and science policy have affected and will affect all our lives. Science is a key ingredient in the cultural fabric of our society.

Because science is so much an integral part of the culture of a country it is not surprising that it should have some national dimensions, and perspectives, in addition to its essential international and universal characteristics. All science is dependent upon the questions that researchers pose and the subjects that they choose to study. Their choices are, in turn, partly dependent upon the cultural environment within which they live. The interests, practices and values of scientists are very much influenced by the society in which they live, just as that society is, in turn, profoundly influenced by their activities and the results of their work. It is this fact that creates the ties between culture and science. In this way national perspectives do play a role in science. Moreover, it is not a bad thing that, consciously and unconsciously, scientists draw upon the unique national experience and circumstances of their society as a means of gaining an insight into the workings of nature, as long as any hypothesis, once proposed, is testable and as long as the scrutiny of world-wide science bears out the conclusions.

Are there, then, Canadian perspectives, Canadian applications, Canadian motivations or Canadian approaches to science that could be described accurately as Canadian studies? The answer is emphatically yes. Moreover, Canadian studies in science and technology are not incompatible with the universal nature of science or with the international responsibilities of the scientist.

In two major and compatible ways Canadian studies in science and technology, as an important part of our overall scientific endeavours, can, do and should serve both national and universal ends. First, the nature and circumstances of this country present to scientists the challenge and opportunity of addressing many questions and problems that require attention. Canadians have a responsibility to themselves to see that these questions and problems should be addressed. Second, as custodians of this large and diverse portion of the globe, Canadians also have a responsibility within and to the international community to investigate and deal with the questions and problems that our land poses for science and technology. In responding to this challenge, and in sharing the knowledge and experience derived from doing so, scientists in Canada will be making a particular and appropriate contribution to the work of the international scientific community. These two responsibilities, to the national community and to the international community, are thus complementary.

There is, therefore, a double onus upon Canadians to investigate and learn about this country, in science and technology as in other fields of study. Many Canadians do not fully appreciate that our country's physical and biological characteristics, individually or in combination, pose certain problems for Canada that are shared by few other countries. Some of these characteristics, individually or in combination, create circumstances that are, in fact, unique to Canada, for example, the sheer vastness of this country coupled with the sparseness of its population. With much less than one per cent of the world's population, Canada is the second largest country in the world, embracing some 3.56 million square miles of land surface, 290,000 square miles of fresh water surface and about 2 million square miles of shelf areas.

Other circumstances of scientific interest relate to the remarkable diversity or pronounced character of Canada's physical features. For example, more than half the country is underlain by continuous or discontinuous permafrost and/or muskeg. This condition poses special problems for building, transportation, mining, forestry, agriculture, waste disposal, the provision of water supplies and many other endeavours. On occasion Canadian scientists and technologists have failed to take such physical conditions adequately into account, or the country has imported technology without critical analysis of its applicability to Canadian needs. The result has been enormously inefficient and costly mistakes have been made – for example, suburban areas designed with no provisions for snow removal, trains incapable of operating in the Canadian winter, buildings unnecessarily expensive to heat in winter and to cool in summer, waste disposal systems that function inefficiently for half the year, and highways that disintegrate or disappear altogether.

Briefs to the Commission argued strongly that part of the problem in such cases originated with the failure of some teachers at Canadian universities to relate their teaching sufficiently to the actual characteristics and needs of this country. Consequently, their students lack a realistic understanding of the implications for their work of Canada's distinctive environment and physical features. Briefs suggested that the problem also lies, in part, with the reluctance of the Canadian public to accept Canadian technology, or, indeed, to recognize the worth of Canadian science. Industry and Government, the Commission was told repeatedly, often give preference to foreign consultants even when better qualified Canadians are available. The Commission's inquiries confirmed that this was indeed often the case.

In short, then, science in Canada can be both international and Canadian in the sense that it is approached from a Canadian viewpoint, it fulfils a particular Canadian need, or it is related to a particular Canadian interest aroused by location, geography, climate or by some other distinct feature of the country. As one brief put it:

> Science is highly dependent on both the local environment and the problems that it permits or obliges to be studied, and also, but even more important, the questions that researchers decide to study. Whether in the physical or social sciences, it is the researcher who determines what problems in the environment will be studied . . . . Considered in this fashion, there definitely is, could or should be (depending on one's beliefs) a Canadian science.

Another brief made the point that 'everyone expects that Canadian scientists will be especially zealous at jobs that Canadians happen to be able to do better than anyone else'. For example, one of the most disturbed parts of the upper atmosphere lies over northern Canada, which is also the location of the magnetic pole. Hence, Canadians have a special opportunity, an obligation even, to make a particular contribution to scientific knowledge through study of the interaction between the upper atmosphere and the earth's magnetic field. Many Canadian scientists have recognized this opportunity, and obligation, and this is reflected in the proposed Canadian participation in the International Magnetospheric Study scheduled to run from 1976 to 1978. Canada is in a unique position, in the proper sense of that term, to contribute to this important international project on two counts. First, the International Magnetospheric Study will require a network of ground-based observation stations and only Canada can provide solid ground for this purpose right up to the north magnetic pole. Second, Canada is a key location for this study because the zone of maximum occurrence of the phenomena to be studied lies across the north of this country. Indeed, one of the phenomena, the red aurora, has so far been observed only in Canada and adjacent Greenland. The knowledge and experience gained from this study will be valuable to Canadian scientists. It will contribute to the understanding of environmental conditions and other circumstances that are of importance to a large area of this country. At the same time it will constitute a significant Canadian contribution to the pool of international scientific knowledge.

It is simple common sense that we in Canada should want to study what is at hand, in an area for which we have the responsibilities of government, and that we should recognize our ability to render useful service, both to ourselves and to others, in doing so. To cite another example, Canada is the largest arctic country and the second-largest sub-arctic country in terms of land area near the pole. Consequently, Canadians should, and to some extent do, stress northern science. In the words of one brief:

> Canada generates about 3% of the world's research and development activity; and, since this activity is responsible for the production of scientific and technical information, Canada has an international obligation, over and above her domestic reasons, to provide her share of information to the international body of knowledge, stressing those fields with which she is especially equipped to deal.

Canada can make a valuable contribution to international science, and to many other studies, as well as to the solution of international problems, by studying among other matters our own incredibly rich environment and by finding solutions to our own problems. As we learn to deal with those things that we have the best chance of understanding, we may well illumine the way for others to follow. Canada is a very large part of the world. The Canadian terrain and environment have many distinctive attributes. What happens in the rest of the world will often influence Canada. But what is done in Canada may also have a profound and helpful influence elsewhere. Recognizing this, who could possibly be in a better position to study this vast country in its almost infinite variety than Canadians? What is more, if Canada's own scientists do not address themselves to Canadian situations and problems, who will?

In these and other ways there are Canadian studies dimensions to science in Canada that are entirely compatible with the universal nature and obligations of science. It may not always be clear whether a scientific activity has a Canadian studies dimension. Rather it may be a matter of judgement, interpretation, attitude or degree. It may also be a matter of flavour. In the words of a brief from one university department:

> The criterion by which one identifies this Canadian flavour is not readily definable but it is readily recognizable. The research being conducted is generally international in its application but has been approached from a Canadian viewpoint, to fulfil a particular Canadian need, or is related to a particular Canadian interest aroused by availability or location.

In correspondence with the Commission, one scientist used the example of the polar bear and the camel to suggest a common sense criterion by which to judge the relevance of a science project for Canadian studies. 'Although research on polar bears may be undertaken without any recognition of the fact that they live in Canada, such research should still be regarded as an aspect of Canadian studies. But similar work done on camels, of course, would normally be less likely to fall within the ambit of Canadian studies'.[24] The Commission found this criterion useful in assessing, in the following sections of this chapter, the extent to which scientific and technological matters of special interest to Canada are the subject of research and teaching at Canadian universities.

Research and Teaching in the Sciences at Canadian Universities

Canada has established a world-wide reputation for leadership in a number of important scientific fields including, for example: fresh water biology research; nuclear physics; physical chemistry; aerial mapping and surveying; the development of geophysical methods and instrumentation; computer science; research into the upper atmosphere; and certain aspects of research in engineering, forestry, agriculture, and the health sciences. University scientists have contributed significantly to the country's achievements and international reputation in such fields. Much of this research has been related directly to Canada's physical conditions. None the less, many scientists expressed to the Commission great concern that immense areas of science of special relevance to this country and to its physical conditions remain unexplored.

Lynn Trainor has stated the challenge succinctly:

> Canada has certain meteorological and geophysical features which make it unique. We have by far the world's greatest continental shelves. We ought to be the world's leading oceanographers, but we are not. We ought to excel in arctic research, but we do not. Possessing as we do, one of the world's greatest storehouses of mineral wealth, we ought to excel in materials prepation and metallurgy, but we do not. We have some strength in these fields, to be sure, but we do not excel in them in the way we should.[5]

Briefs to the Commission urged that university scientists have an opportunity and an obligation to help to meet this challenge, both as teachers and as researchers. It was frequently noted that if sufficient attention is being devoted by scientists, in appropriate fields, to research matters relating to Canada, their teaching will also reflect an appropriate degree of attention to Canadian problems and circumstances.

Unfortunately, the Commission's inquiries revealed that scientific research and science teaching at many of the country's universities still often tend to neglect Canadian problems and Canadian subject matter. The limited resources available to the Commission prevented it from preparing a comprehensive inventory of topics and questions that are receiving inadequate attention, or that are being neglected altogether, despite the importance of such fields to Canada. However, the Commission believed that it would be helpful to cite some examples from among the substantial number brought to its attention.

Many of the examples relate to the failure of some scientists to take sufficiently into account Canada's climate and seasonal changes. One leading Canadian scientist and science administrator expressed to the Commission the view that the educational system in Canada is producing people who are 'meteorologically illiterate', yet who will be working in a country lying entirely north of the fortieth parallel and therefore having major climatic and meteorological concerns. He believed that it would be both practical and desirable to bring some meteorology and climatology into the undergraduate programme of most universities, for science and other students alike:

> If such a policy were followed, Canada would be constantly looking for ways to take advantage of meteorological and climatological factors, rather than trying to import unrealistic technology designed for a warmer climate and then wondering why it doesn't work.

The Commission's findings support the view that there is scope, and need, for substantially more attention to meteorology and climatology in the undergraduate curriculum. At the same time, it wishes to note the value of Canadian research in this area, and to commend the National Research Council (NRC) for its efforts to develop, through awards and encouragement, a number of first-class research groups in these fields. In collaboration with the Atmospheric Environmental Services, the NRC also participates in the international Global Atmospheric Research Programme.

Briefs to the Commission also pointed out that, despite the fact that Canada has the largest storage of fresh water in the world, there is nothing even resembling a school of aquaculture at any university. It is clear that a major expansion in university activity relating to fresh water studies is necessary to meet the special opportunities, and obligations, that Canada has in this area of study. This point has been effectively made in several reports and studies prepared by both the Science Council and the former Science Secretariat of the Privy Council, as well as by many individual scholars:

> Our water problems are peculiarly our own – those of a vast land with superabundance in many parts and paucity in a few. We should tailor our policy to our conditions. We need not repeat the investigations of less fortunate countries whose difficult circumstances have already forced them to do much research on purifying waste water and on generating fresh water from saline. We should rather concentrate research upon our own problems which concern the wisest methods of using the wealth of fresh water that is our heritage.[6]

> A unique feature of Canadian water resources is the abundance of fresh surface water in lakes; lakes surfaces comprise about 8 percent of the total area of the country – an area greater than the total area of the province of Alberta. The Canadian portion of the Great Lakes alone, with a surface area of 36,000 square miles, contains roughly 9 percent of the world's total volume of fresh water in lakes. Another eleven lakes have surface areas in excess of 1,000 square miles each. When one considers Canada's river water, an estimated 2.5 million cubic feet per second of average discharge is about 6 percent of the estimated total average discharge of the world's rivers (40 million cfs).
>
> . . . Various estimates, ranging from 20 to as high as 50 percent, have been made of the "Canadian share" of the world's fresh water supply. In reality, knowledge of the extent of our water resources is quite limited, except in our highly developed regions.[7]

The fact that we do not yet know even the extent of our fresh water resources is one indication of the need for attention to this subject. It is now time for realistic funding to be made available from Government sources to enable the academic community to undertake its share of this task.

Similarly, although our continental shelf equals about 40 per cent of our land mass, until very recently only a few universities had developed co-ordinated programmes in marine sciences; and Governments have not yet seen fit to fund university scientists to the extent required to enable them to mount major research programmes concerned with basic scientific descriptions of our ocean boundaries. Consequently, efforts to produce fundamental information relating to such matters as ocean floor topography, major currents, ice distribution, and weather forecasting at sea have been almost totally neglected. Because some of these topics involve more by way of routine data gathering than academic research, they have traditionally been assigned as areas of research to Government departments rather than to university research scientists. The result has been a de-emphasizing of the research component and manpower training aspects of this important work.

University studies in oceanography could be greatly enhanced if Government departments would take positive steps to make their ships and other logistic support more freely available to university researchers. Such an open door policy should also apply in other areas of research activity such as fisheries and agriculture. Indeed, the large investment of Government departments in major facilities should be made more freely available to university researchers as a positive policy. Such a policy would do much to facilitate and encourage research, both disciplinary and transdiciplinary, in our universities. In particular, it would bring valuable support to research oriented towards Canadian questions, since such Government research facilities have usually been developed specifically to meet Canadian needs and problems.

As citizens of a country with so much ocean coastline and such vast continental shelves, Canadians have good reason to be vitally interested in the maintenance of a healthy marine environment and in research that will make possible the harvesting of renewable and non-renewable resources from the adjacent seas. It is natural, therefore, that Canadian representatives have been active in recent years in many international meetings and conferences concerned with maritime affairs, and that they assumed a position of some world leadership at the Third Law of the Sea Conference held in 1974.

However, the expertise that has given to this country such respected international status has come from just a handful of dedicated people. It is clear that in the future we will require an army of experts to meet this country's need for knowledgeable people in the marine sciences.

The much-heralded programme for a scientific study of the Gulf of St. Lawrence and the Strait of Georgia has apparently at last been approved by the Federal Government after many delays. The project, sponsored by Environment Canada, is the first major research programme to be established under the Government's oceans policy, which was announced in 1973. The programme, which will include chemical, physical, biological, meteorological, geological, economic and sociological studies, will require the co-operation of Federal and Provincial Government departments and agencies, universities and industry. Designed to provide much-needed new knowledge about the nature and the management of resources over two large areas of the continental shelf, it should provide the kind of information Canada will require to meet its national and scientific responsibilities for these areas. However, this programme is only a beginning to the task of developing the scientific and technological knowledge required to enable this country to protect, manage and develop the vast marine resources of its continental shelf.

The Commission received numerous submissions commenting upon the need for universities to devote more attention, in both teaching and research, to questions relating to Canada's enormous land mass. As with its large continental shelves, the possession of this great land mass places a responsibility upon this country, both to itself and to the international community, to conduct the research required for its conservation, management and development, and to provide graduates with the requisite knowledge and skills to fulfil this responsibility. Some representations to the Commission went so far as to argue that if we are not, as a country, prepared to face up to this responsibility, we should get out of the manger.

Such questions as how to achieve reasonable standards of environmental and of social life in a country with areas both of growing population congestion and of sparse settlement, how best to develop so much space, how to maintain adequate control over it and how to spread the consequences of great size fairly over a comparatively small population remain largely unasked and unanswered. The answers to questions of this kind are not always to be found exclusively in science, but science has an essential role to play by providing relevant insights and the knowledge that is an indispensable prerequisite for informed decision-making. Yet, apart from a handful of dedicated pioneers in this field, it is only recently that scientists have devoted much attention to problems relating to Canada's gigantic size. Nor, with just a few exceptions, have they received much encouragement to do so from the Government or from their universities.

A knowledge and understanding of the geology of the country is a vital pre-condition to intelligent planning for the development of Canada, by public and private sectors alike. Geological circumstances are often the main determinant of our environment, whether natural or developed. Yet geology might well be described as the neglected science in terms of the amount of attention it is receiving when contrasted with its importance to this country. Although it is basic to all physical planning, it is rarely included in the curriculum of our schools of architecture and is often neglected even in the teaching of applied science and engineering. An enormous amount of geological research remains to be done before responsible decisions can be made about appropriate policies for the present and future development of our country. It was not until 1969 that a comprehensive set of geological and geophysical maps of Canada was issued. There had been no geological map – of any kind – of the whole island of Newfoundland published prior to 1967. Ironically, geologists at Canadian universities had long before then done some excellent work of this type in Africa, Peru, the Caribbean and many other regions of the globe.

Geography, too, is an important field of study for Canadians, one that should be of natural and particular interest given the immensity and diversity of our territory. The 254 pages of maps, graphs, tables and notes of the new *National Atlas of Canada* demonstrate superbly the vital contribution geography can make to our perception and understanding of this country. Yet geography also appears to be a neglected discipline at a surprising number of Canadian universities. For example, there is not a single well-developed department of geography in the Maritimes. Indeed, until just a few years ago there was not even a single course offered in geography at any of the universities of the entire region. At many universities in other parts of Canada, geography is still an underdeveloped study and its importance to an understanding of our country is not yet fully recognized by those responsible for the planning of curriculum and research policy.[8]

In zoology little research has been done on most Canadian mammals, despite an upsurge of activity in this field in recent years. Although some Canadian species, such as the caribou, have been studied in depth, others have received scant attention and others virtually none at all. In fact, as a recent study has pointed out, 'little is known about our native mammals, virtually no research at all has been done on some species, and the work on other groups has not been integrated'.[9] Yet, as another commentator has noted, 'If we have any pretensions to a national identity, which I believe is essential, surely we must have an understanding of the animals and plants of the Canadian environment'.[10]

The chapter on the Canadian component in education for the professions outlines in some detail underdeveloped aspects of scientific research and teaching related to Canada in a number of professional fields at Canadian universities. It points out, for example: that despite the great economic importance of forests to Canada, only recently has graduate training in forestry been available at Canadian universities and basic research requirements in this field are still not being met; that nursing in Canada, at both the undergraduate and graduate levels, continues to rely almost exclusively upon textbooks and supplementary literature published in the United States; that medical education in Canada has yet to develop a major national programme of teaching, research and service relating to the special health care problems of Canada's remote areas and those resulting from Canada's maritime 'exposure'; that there is an excessive reliance upon imported techniques or content in many branches of such professional science programmes as agriculture, engineering, and architecture and building sciences; and that, in many professional scientific fields, there is a serious lack of trained personnel (for example, marine scientists and marine engineers) to deal with problems of special interest to Canada.

Briefs to the Commission lamented the lack of priority given by university science researchers and teachers to problems relating to environment, to resource management and especially to conditions resulting from Canada's northern location. Such briefs often argued that Canada is failing to manage her resources properly because many of those responsible for resource management have been trained in techniques developed in other countries with warmer climates. Another brief stated that almost all Canada's university-level courses on ecology, on resource management and on organisms are based on course materials originating in the South. 'In all Canadian universities I know of, only three courses are dedicated entirely to boreal or northern ecology.' The Commission was surprised to discover that only a few universities are conducting serious research into permafrost or ice. Problems of snow loading on roofs and other effects of snow have also received almost no attention by Canadian university scientists, although the National Research Council has done excellent work in this area. The Commission learned of one instance in which a promising student who did undertake a thesis in this field only three years ago found, as did his supervisor, that he had to work almost entirely with Russian and Scandinavian literature. Unfortunately, his knowledge and talent were then lost to Canada when, upon the completion of his thesis, he was hired as a consultant by the Snow, Ice and Permafrost Research Establishment of the United States Army.

Research and teaching concerning Canada's North remains one of the most fertile fields for Canadian studies. What is more, the future of the people of the North and of their environment is becoming increasingly dependent upon the availability of good scientific knowledge about the North and of people effectively trained in its use. A recent report prepared for the NRC makes very clear the need for much more scientific research in many different fields relating to the Canadian Arctic.[11] The report makes very clear, too, the urgency that this research be done before man proceeds further with development projects in this vast region without knowing what may be the environmental and ecological consequences of his actions. Unfortunately, as the report notes:

> To date, Arctic environmental studies have almost always followed the ecological harm; as such, usual practice has meant that the cause of a phenomenon has only been researched after the fact.[12]

The Eedy Report documents, with page after page of specific examples, the need for more basic scientific research concerning almost every aspect of the Canadian Arctic. The report also illustrates the necessity of having extensive impact studies that precede, not follow, developmental projects. Numerous briefs and representations to the Commission also underlined these points in a thorough and compelling manner. It is surely not only legitimate, but essential, to examine the possible impact of man-made projects on the ecology, the environment and the people of a region before proceeding with them. Such questions as 'what will be the consequences for the streams, rivers and lakes? for the water table itself? for aquatic plants and animals? for birds and mammals? for vegetation? for the terrain? for adjacent salt-water shorelines, estuaries, and seabeds? and for the human population?' must all be considered and answered.

Despite its present and potential importance for the Canadian Arctic, few impact studies have been published concerning the mining industry. Nor have the serious problems of waste disposal under northern conditions yet been adequately researched, despite many indications that this may prove to be one of the greatest problems of the Arctic in the future. Although there is evidence that 'the Arctic environment is favourable for the long survival of disease producing organisms',[13] far too little is known about Arctic ecology to make any broad general statements about the possible effects of pollution. The research to date of those scientists who have examined this problem, however, does suggest that man's activities could have a much worse impact on the Arctic ecosystem, and in much less time than it has taken in any of the other regions of the world.[14] And yet, as one scientist has remarked, 'the beaches of some of our most remote Arctic Islands are littered with plastic bags of human excrement grounded ashore after drifting from some northern outpost of our culture'.[15]

Thus in both applied and basic research a great deal of attention needs to be devoted to the Canadian Arctic. The situation presents an enormous challenge to the Canadian scientific community, in which university-based scientists will have a very large part to play. Moreover, university scientists may well find that they will often have a special role to play in establishing the facts in circumstances in which the research findings of private corporations and Government studies are frequently at odds, and sometimes are not published at all or only after long delays. The problem of concealment of data and of research findings has been commented upon in a characteristically forthright way by the Executive Director of the Science Council of Canada:

> I think there is more concealment of facts going on now than at any previous time in my life, but I do not know whether government or industry are the biggest culprits. They are both black as the ace of spades.[16]

The problems caused by restrictions imposed on the distribution of data collected by many scientific groups in the Arctic have also been noted by the Environment Protection Board and by many scientists conducting research in this region.[17] Secrecy and slowness in publishing scientific data have often had unfortunate consequences, including the unnecessary repetition of many experiments. It is surely both irresponsible and wasteful to withhold for long the findings of scientific research, unless for very good cause. The Commission would urge that the results of scientific studies sponsored both by Government and by private corporations, in the North and elsewhere, be made accessible to others in the scientific community, and indeed to the public, much sooner than is now often the case.

A fuller participation by university-based scientists in research relating to the Canadian North will require both greater Government financial support and encouragement and more recognition of the importance of such work by the university community. Until recently most university scientific work relating to Canada's North has been the product of short-term, summer-time visits by academics and graduate students, who have thus been experiencing the Arctic in the least typical part of the year. While many types of work (for example, some aspects of biological research) can be done in the summer, there are large areas of study and research requiring year-round investigation – including winter experience. The need now is for longer-term research projects, rather than three months in a canoe. Advance planning and sure funding are essential in order that such projects can be sustained over a period of time. They will often be on a large scale and involve the participation of several departments or institutions. In addition to the research accomplished, such activity will often provide new and expanded opportunities for graduate studies and for field work and new credit courses in undergraduate studies.

The Arctic Research and Training Centre (ARTC) at Rankin Inlet in the Northwest Territories is an example of how some university scientists are trying to meet the need for on the spot year-round research and training relating to the North. The Centre was established in 1966 by the Institute for Northern Studies of the University of Saskatchewan, with the objective of nurturing interest in research and academic teaching concerning the North in all appropriate disciplines. In addition to technical equipment, ARTC provides such facilities as a library-seminar room, a laboratory, study-bedrooms, offices and catering conveniences. The Centre is the location, and stimulus, for courses in arctic geography and anthropology, both for degree credit, and in Eskimo language. It also serves as a base for research in many diverse fields in each of the natural sciences, the social sciences, the applied sciences and the professions. Research conducted at or from the Centre over the past nine years has dealt with cultural anthropology, physical anthropology, linguistics, archaeology, geology, geography, fish and animal pathology, vertebrate ecology, engineering, plant ecology, sociology, dentistry, medicine, psychology, lichenology, mycology, ornithology, fine arts and demography.

It has, thus, been a major goal of the Centre 'to encourage all research which, while being academically respectable and of high quality, can at the same time make some contribution to the north of the country as a whole'. The Centre has also worked towards the integration and co-ordination of studies seeking, where possible, to accumulate a sound body of analytically interrelatable knowledge about the North. ARTC has encouraged interest and participation in its work by scholars from other universities. The large numbers of those who have now taken advantage of this welcoming policy, coming from nearly every university in Canada as well as from many other countries, indicates the lively interest in the approach the Centre has adopted.

The long list of needs for research, training, operations, and physical facilities suggested by the Arctic Research and Training Centre in its brief to the Commission may indicate something of the scope for expanded research and teaching in and about the Canadian North at the post-secondary level. In the sciences and related fields this list includes: research in geography, transportation and communications; integrated regional studies of the Keewatin Territory; social, economic, demographic and logistic analyses on a regional and area basis; carefully designed and executed studies in cultural anthropology, sociology and psychology that could contribute seriously both to the body of knowledge in these fields and to the creation of constructive public policies; further documentation and analysis in the appropriate biological sciences; intensive multi-disciplinary ecological studies; environmental studies; the provision of meteorological services to a variety of research disciplines and an on-going climatological recording programme; pure and applied research in psychology and education; and more on the spot research in medicine, genetics, nutrition, respiratory and gastro-intestinal diseases, mental illness, stress and epidemiology. In all these areas it is necessary to involve the Eskimo people more actively in assisting with the research. Indeed, they should be encouraged to indicate what they perceive to be the research needs and priorities.

The Arctic Research and Training Centre has already accomplished a great deal and it has done so on a financial shoestring. It needs and deserves substantially increased public support, both because of the intrinsic scientific and social value of the work that it is doing and because of the importance of this work to the Canadian community. For the same reasons, the important activities conducted by its parent body, the Institute of Northern Studies, and by several other university institutes, centres and programmes of northern studies merit and require additional financial support from the public purse and from private donors. These others include: the Boreal Institute for Northern Studies at the University of Alberta, the Centre d'études nordiques de l'Université Laval, the Centre de recherche du Moyen-Nord de l'Université du Québec à Chicoutimi, the extensive northern studies programmes at McGill University and the Université de Montréal, and the developing programme of studies concerned with northern Newfoundland and Labrador at Memorial University.

The establishment of the ARTC in 1966 recognized the serious need for a university-based programme of research and teaching permanently located in the Canadian Arctic. However, nearly a decade later, it is still the only permanent centre with a teaching component operating at the post-secondary level in the Canadian North. The interest it has aroused and its remarkable success to date, as well as the obvious needs for far more teaching and research relating to the North, point to the desirability and feasibility of now taking some further, definite steps to expand academic resources in the North on a long-term and continuing basis. In the chapter on community colleges the Commission has suggested the desirability of establishing one or more community colleges in the North, perhaps one below the treeline and one above the tree line in Eskimo country, and it wishes to repeat the suggestion in the context of this chapter.

Beyond this the Commission recommends that serious consideration be given to the establishment of the nucleus of a university in the North. In making this recommendation, the Commission does not have in mind the instant creation of a university with extensive physical plant. Nor does it propose that such a university should necessarily be planned in the traditional form and pattern of such institutions in the South. The Commission is suggesting that now is the time to establish in the North, on a permanent basis, a limited university programme of teaching and research adapted to meet the distinctive needs of the region. The programme, for example, should serve and give expression to the cultures of the original peoples of the North, in addition to providing a base for teaching and study relating to other northern needs and circumstances. The emphasis in the planning for such a university nucleus might well be on an imaginative and extensive use of the technology of communications.[18] It is clear that, through the exploitation of natural resources, substantial wealth is about to be removed from the North. It seems reasonable, and prudent, that some small part of this wealth be tapped to serve the long-term educational requirements of those living in this region.

Against this, it will be argued that there is not yet the population in the North to support such an institution. However, such arguments were also used some sixty years ago by those who thought then that it was nonsense to establish the nucleus of a university in Alaska. In retrospect, it seems clear that the right decision was taken by those who looked beyond these arguments and proceeded to lay the foundations for a University of Alaska in 1917. The fact that the nucleus of this University was established then, when the population of Alaska was similar to the present population of Canada's northern territories, meant that it could grow with the State, responding to its needs, and playing a vital role in its development.

In addition, and perhaps as an immediate step towards the eventual establishment of a university in the North, the Commission recommends that one or two universities open extension departments in some of the far northern communities, to help provide their inhabitants with learning and training opportunities not otherwise accessible to them.

In conjunction with such developments in the North, much more should be done to provide students at the existing Canadian universities in the South with a knowledge, awareness and understanding of their northern heritage and of its implications for this country and for their lives. Just how far this is from being done now is indicated by the estimate of a departmental chairman at one university, which has had a long tradition of northern involvement, that 'only about 1% of our students get enough exposure to develop any sort of consciousness of the north'. He, and others, emphasized to the Commission the necessity of giving more attention to the Canadian North in appropriate areas of the sciences curriculum, as well as in the social sciences and humanities. The need for more travel and research funds to enable graduate students to work in the North was often noted. It was also frequently suggested that it would be useful to arrange for those undergraduates pursuing a major interest relating to this region to be able to spend a period of time there in their senior years, as part of their regular academic programme. They have this experience now only if they succeed in obtaining a summer job.

At the secondary level of education, it should be noted that the Youth Science Foundation Summer Science Program is already making a useful contribution to increasing knowledge and awareness of Canadian scientific concerns among promising students. Under the auspices of the Foundation, thirty of the brightest Grade 11 and 12 students in Canada spend four weeks in the summer discussing and studying the various disciplines involved in identifying and solving environmental problems. The aim is to develop within the students originality and independence of thought and a critical approach to problem-solving. The environmental theme introduces these future leaders of science in Canada to the interdisciplinary approach to complex problem-solving and to some of the urgent environmental problems facing Canada. All students are on scholarship. The total cost of approximately $25,000 is borne by the Federal Government and by various private sources. The Program is a small but significant investment in our youth, and in the future of Canadian science; it deserves support. It might, indeed, be desirable to assist and encourage the Youth Science Foundation to enlarge its activities to include several of these special science seminars each summer, perhaps to be held in different regions of the country.

The Commission received many comments and submissions concerning science in the undergraduate curriculum. But no subject concerning curriculum received more comment than the need to equip science students with a better knowledge of contemporary and historical Canadian society, and the parallel need to equip non-science students with a better knowledge and understanding of the important part played by science in our society. To take the second point first: as matters now stand, universities in Canada are producing each year thousands of graduates whose knowledge and understanding of the role played by science in our total culture and in their lives is minimal to zero. The point has been put clearly and bluntly by Dr James Guillet in his observation that 'the vast majority of university and college (arts) graduates are scientifically illiterate'![19] This situation is perpetuated as many of these graduates, in turn, become teachers and/or parents. For students in non-science courses the problem, essentially, is that not enough attention is being given at the post-secondary level to the provision of general education concerning the sciences; virtually all university science courses are designed only for students specializing in one of the scientific disciplines. As Dr Guillet points out, a satisfactory way has yet to be found to maintain the traditions of excellence in the specialist discipline while providing for the needs of students for whom a science course is a peripheral subject, either because they are majoring in a different branch of science or because they are not majoring in the sciences at all. Moreover, most textbooks suitable for use in such general science courses are published in the United States and deal with American themes.

The Commission is encouraged by recent initiatives in this regard undertaken by the Chemical Education Division of the Chemical Institute of Canada. The Executive of the Division has devoted a great deal of attention to the need for basic courses for students in the non-sciences that can provide both academic rigour and a non-specialized approach to the study of scientific concepts and applications, with specific emphasis on Canadian problems. Towards this end, it has solicited the help of all interested members of the Chemical Institute of Canada in providing information for an evaluation of existing courses and textual material and in suggesting topics of special relevance to chemistry in Canada. The Institute sponsored a symposium to explore this subject in 1974.

The Commission commends the Chemical Institute of Canada for these initiatives, and encourages other scientific associations, universities, colleges and award-granting councils to place a higher priority upon the need for general science courses and for textbooks suitable for use in such courses. There is a strong case to be made for requiring all university students to take an introductory course in the sciences that would give to them some basic knowledge and understanding of the part science plays in our culture and society. At the least, such a course, well-planned and of a good academic standard, should be available at every university as an option open to students not majoring in science.

The converse is also true. It may well be time to require students majoring in the sciences to take courses that will provide them with at least a basic knowledge and understanding of the society within which they live. The Commission received numerous briefs and representations, from scientists and non-scientists alike, urging this point. The dean of one graduate faculty in the sciences reported that many Canadian students, even at the post-graduate level, have little or no knowledge of this country or of its institutions. In his view, it is difficult, and even dangerous, for such students to proceed to further academic or professional qualifications without some better understanding of the society within which they will be applying their specialized knowledge.

> We find a general lack of awareness – often bordering on ignorance – among students entering this programme, of contemporary and historical Canadian society. They have too little understanding of what I call "the social dynamic of Canadian society" and too little understanding of the structure of our society, including its institutions and the nature of functions performed.

The Commission recommends that courses be available, at least as an option, that would enable all science students to study the history, institutions, and social and cultural framework of their society, and also to examine the role of the scientist in this society.

Many briefs and representations to the Commission reflected the growing interest in science policy as a subject in itself for study and debate. This is, indeed, an important area now requiring the same kind of sustained research and attention that has long been given by the academic community to other aspects of public policy. As the Senate Special Committee on Science Policy has observed, 'the standard and quality of life in this country will be largely determined by the way in which the people and their institutions respond to the prospects and perils of the application of science and technology'.[20] The Commission recommends that teaching and research in the field of science policy be more fully recognized as an appropriate element in the academic curriculum and in university research activities, both in the sciences and in the social sciences.

The Commission must also report that it received many representations expressing concern at the large numbers of foreign faculty members holding positions in teaching and research in the sciences at Canadian universities. This issue is fully examined in the chapter on human resources and recommendations are made there on this subject. However, it should be noted here that such representations often argued that there is a close relationship between the citizenship or academic background of a person and his likely interests in teaching and research. On the basis of this argument, it was frequently suggested that the lack of attention to Canadian circumstances and problems in the science curriculum and in research programmes resulted, in part at least, from the fact that non-Canadian faculty members are often not interested in Canadian questions. One brief, for example, charged that 'a sizable scandal in Canadian universities is the number of faculty members in the Natural Sciences whose entire professional interests lie in other continents'.

It is difficult to prove or disprove such charges, or even to identify and acquire firm data upon which some reasonable judgement could be made. However, it may be helpful to make two observations here. First, the number of non-Canadians holding full-time teaching positions in the sciences is indeed large, although not as large as is the case in many fields in the humanities and social sciences. Data gathered by Statistics Canada for 1973-1974 indicates, for example, that of university faculty members holding full-time appointments in that year at Canadian universities over forty per cent were non-Canadians in geography (46.3%) and mathematics (42.7%), and over thirty per cent were non-Canadians in such fields as biology (34.2%), chemistry (33.6%), geology (33.6%), physics (30.7%), and zoology (38.6%). In engineering just under thirty per cent (27.4%) are non-Canadians. The figures are even more striking when examined on a regional basis. For example, well over half of the full-time faculty members in geography in Western Canada in that year were non-Canadians and very nearly one-quarter (23.9%) were citizens of the United States. Similarly, in mathematics, more than half of the full-time faculty members in Western Canada were non-Canadians and over one-fifth (21.6%) were American citizens. In biology non-Canadians comprised more than 40 per cent of the faculty members in both the Atlantic and the Western Provinces. In zoology 60 per cent of the full-time faculty members in the Atlantic Provinces were non-Canadians. The Commission's research indicated that no other country in the world had numbers of full-time foreign faculty in the sciences that even remotely approached these high proportions.

Second, it seems reasonable to suggest that the responsibilities of a university teacher to his students include some obligation to relate to them effectively as a teacher. To do this a teacher must know and understand what kinds of knowledge and experience his students bring with them into the lecture hall or laboratory from their home environment and previous schooling in order that he can relate what is taught and its manner of teaching to these conditions. Thus he can ensure that his students are equipped, amongst other things, with the knowledge that will help them to live and work effectively in their own particular society. This obligation applies to Canadian and non-Canadian faculty members alike.

The remarks made by the Commission so far in this chapter are not intended to suggest that Canadian problems or conditions are being ignored in research and teaching in the sciences throughout the university system. However, it is clear that in many instances studies that deal with the Canadian situation often receive little priority, and that many areas of research and teaching in the sciences of special importance to Canada are being neglected. Many university scientists, and in some cases entire university science departments, are devoting an enormous amount of time and effort to science interests that have important Canadian dimensions. But many others emphasize what one brief referred to as 'conventional problems – research and teaching interests which often are barely distinguishable from those to be found in the United States or Europe, which are well worked over, and from which the benefits to Canada in terms of meeting Canadian priorities and objectives are not necessarily significant'.

The Commission hastens to add that these short-comings are by no means all the result of neglect by the university community. In many of the neglected areas, particularly in research, it has apparently been difficult if not impossible to obtain funding from Canadian agencies. In others the money made available was insufficient for the purpose. In still other cases Government laboratories had a virtual monopoly and were not about to share it. An additional problem, as noted earlier in this chapter, is that many university scientists are understandably reluctant to involve themselves in the study of problems and phenomena relating specifically to Canada if they know that a good deal of information of great importance to their study will not be available to them, but will be reserved for the private consideration of Government analysts and private corporations. The Commission's investigations indicated that there are indeed, at any given time, great masses of researched scientific data in the possession of Government departments and private corporations of which independent university-based scientists may not be aware, or to which they may not be given access. This withholding or concealing of researched scientific findings poses serious problems for the independent academic scholar.[21]

On the basis of the representations received and of its own inquiries, the Commission concluded that what is needed now is a much greater conscious emphasis upon Canadian aspects of scientific activity at Canadian universities, a stronger willingness to discover ways in which university research and teaching in sciences can be related to Canadian problems and opportunities, and a recognition by Government and the public that universities cannot meet this challenge without substantial additional financial support. In presenting this conclusion, the Commission wishes to stress that it is not trying to downgrade scientific research or teaching that may have little or no specific relevance for Canada. On the contrary, the Commission warns against the dangers of over-stressing national interests in science. Just as Canadian art is not limited to painting Canadian subjects, Canadian science is not, and should not, be limited to themes with specific or immediate Canadian relevance. All scientific work should be of universal interest and, often, of universal application. As already noted, Canadian scientists have made great progress in achieving international recognition for their contributions both to the development of fundamental knowledge and to its application. The experience of a number of countries that have limited their scientific efforts to matters of immediate national importance are vivid reminders of how real the dangers of setting such limits can be. Several countries that once were in the forefront in scientific research are no longer leaders, at least in part because Government insisted that their science be unduly restricted and directed towards national concerns as perceived and defined by politicians. The expansion of research in areas of scientific inquiry of direct and immediate relevance to Canada should not take place at the expense of the free and unrestricted basic research that is the key to fundamental scientific knowledge.

Nor should such expansion take place at the expense of helping Canadians to keep abreast of scientific advances in other countries. It is, of course, essential that Canadian scientists be able to take advantage of, or take into account, scientific initiatives outside the country, even when these may not appear to be of specific relevance to Canada. Moreover, opportunities for Canadian scientists to join with scientists of other countries in co-operative and comparative studies deserve strong support.[23] The resolution of many Canadian problems rests on research that would be classified as international. However, such research will often more readily benefit Canada if it is done in this country.

Transdisciplinary and Co-operative Approaches to Canadian Studies in the Sciences

In both teaching and research in Canadian studies in the sciences, it will often be helpful to make use of approaches that cut across disciplinary lines and involve close co-operation between various departments within a university, or between several universities, or between universities and Government and industry. The slow development, until very recently, of transdisciplinary and co-operative approaches in the sciences in Canada may, indeed, have been a factor in the lack of attention accorded to some areas of scientific study of particular interests to Canadians. In comparison with Canada, such approaches appear to be more advanced in the United States, in the United Kingdom and in several other countries, where a good many scholars have appreciated for some years now that, with rapid developments in knowledge and technology, it is increasingly difficult for one person, working within the confines of one discipline, to tackle certain kinds of problems without the assistance of other scientists working in various other disciplines and fields.

This theme was effectively developed by Dr Alexander King, the chairman of the International Federation of Institutes of Advanced Research, when he delivered the annual Science Policy Foundation lecture recently in London. Dr King called for a fuller participation by the scientific community in the attack on important social problems and argued that it was often essential that research directed towards these problems should be genuinely transdisciplinary. Dr King noted that much lip service is paid to the need for multidisciplinary or transdisciplinary research and co-operation, but that the reality is still unimpressive, with the current levels of such research far below the critical threshold required to make any significant impact. In his view a transdisciplinary attack on intellectual and material problems was necessary for both the penetration into areas of human ignorance and the solution of the problems of contemporary society. Faced with the growing and increasingly complex problems of energy, the environment, and the 'food-health-population' situation, the scientist working on his own, Dr King suggested, was impotent, as was the engineer, the economist or the politician. Each could propose only fractional solutions. 'If this is true, science policy can hardly be conceived or implemented in isolation, but must be evolved in articulation with economic, social, educational and other policies', he concluded.

Scholars from different disciplines can co-operate on a project in a number of ways. Their co-operation may range from the communication of ideas to the mutual integration of organizing concepts, methodology, procedures, epistemology, terminology and data and the joint organization of research and educational undertakings.[23] In any case, a number of scientists stressed, both in briefs and letters to the Commission and at its public hearings, that, in the years ahead, Canadian scientists will be faced more and more with problems requiring co-operative research efforts to achieve solutions. Several pointed out that universities are particularly suited to undertake such co-operative research endeavours. For example, huge development projects like the proposed Mackenzie Valley Pipeline and the James Bay Hydroelectric Project provide challenges that will require the closest co-operation between natural scientists, social scientists and humanists to ensure that these projects serve the public interest in environmental, economic and social terms. As one brief put it:

> No one will quarrel with the fact that our technology has an enormous impact on our economic and social life. All too often recently we have come up against stumbling blocks – the energy crisis, pollution, etc. The broad

> opportunity for interdisciplinary and somewhat more reflective study makes the university an ideal setting to take a long look at the choices which confront Canada. In some ways these long looks from the university can be more dispassionate and broader in their sensitivities than the government departments usually charged with their implementation.

Nevertheless, there was some feeling that university scientists may be ill-prepared to address themselves to these problems because of the traditional preoccupation of the university system with the importance of the individual scholar or student working in isolation. The same view was expressed colourfully in a recent article by Professor J.R. Vallentyne:

> Our educational system is almost exclusively devoted to teaching and assessing individuals on the basis of work conducted in isolation. It is as though we have been training players for individual roles on football teams without ever subjecting them to experience in co-operative play, creating soloists for a world in which orchestration is the rule, soliloquists for an audience that prefers Shakespearian drama. I believe the selective barriers to group activities in our educational system should be modified not only to permit, but to actively encourage, the development of co-operative work undertaken jointly on a group-survival basis by two or more individuals with different disciplinary backgrounds.[24]

Part of the problem may arise from the extent to which recognition, status and advancement in the sciences are highly discipline-oriented and largely dependent upon peer evaluation within one particular discipline. A scientist collaborating in a team effort with other scientists on problems bearing directly on Canadian conditions or society will often find that such co-operative research is slower to yield publishable results, and that these results when they come may perhaps be less likely to impress colleagues in the field who will be deciding his or her future than would have been the case if he had chosen to work alone on research within his own discipline. But, as Dr King pointed out in his Science Policy Foundation lecture, 'the rigid system of the classification of the sciences in neat little boxes marked chemistry, physics, zoology, etc., as laid down a century and a half ago no longer corresponds to the unified fabric of knowledge'.

The bias against transdisciplinary and co-operative approaches in scientific research extends to teaching as well. It is embodied, for example, in the custom of evaluating students solely on the basis of their individual performance. A number of briefs, while not questioning the usefulness of such a process of evaluation, questioned whether it was, by itself, adequate to produce graduates capable of dealing with the future needs of Canadian society. They suggested that some greater emphasis should be placed upon student involvement in group projects in which students fulfil their academic requirements through participation in co-operative endeavours, as well as on the basis of their individual initiatives. One brief advanced the idea, for example, that co-operative studies and experiments for which academic recognition would be given to 'co-operants as members of a specific unit' should be encouraged at both the undergraduate and graduate levels.

The rigidity of some federal funding policies and procedures, and especially the reluctance to make funds available for integrative work in the sciences, are added obstacles to the development of transdisciplinary and co-operative approaches to Canadian studies in the sciences. Currently, a substantial amount of good transdisciplinary work tends to be ineligible for grants from federal award-granting agencies because the granting policies of these agencies are oriented towards supporting work in particular disciplines rather than in areas that cross disciplinary lines. This situation has been aggravated by the fact that recent restrictions on the funds available have tended to force the granting councils to place greatest emphasis on the preservation of the core aspects of their research support responsibilities.

Certain new trends in federal funding policies relating to the sciences at universities also discourage transdisciplinary work. These trends will be discussed in more detail later in the chapter. It may be noted here, however, that one such trend is towards discontinuing block funding in favour of research contracted by Government departments, thereby reducing or eliminating financial assistance to many transdisciplinary programmes, a problem compounded by general budget-cutting efforts in post-secondary education. In such circumstances, individual departments, because they are older and more established, generally are better able to survive than are transdisciplinary programmes and centres.

The unfortunate plight of the Centre for Settlement Studies at the University of Manitoba illustrates the serious difficulties that are already being encountered by some of the early-established programmes or centres of transdisciplinary research. Despite the excellent work it has been doing, and despite its development over the past seven years as a major centre for transdisciplinary work in several areas of Canadian studies, the Centre has been forced to terminate most of its activity because its initial block grant from a federal agency has run out and not been replaced by other financial support. The experience of this Centre points to the need for continuity and stability in Government financial support for such transdisciplinary work. It also demonstrates the way in which changing trends in federal research funding practices can have severe consequences for the university community.

Despite these and other obstacles, there has been some real progress with the introduction of transdisciplinary and co-operative approaches in Canadian studies in the sciences in both teaching and research. In recent years, for example, several universities have undertaken innovative teaching programmes involving close co-operation between students and faculty in the natural and social sciences and the humanities. Many programmes of this kind are concerned primarily with the social dimensions of science and technology and particularly with the cultural and environmental impact of scientific change. One highly regarded example is the introductory survey course 'Collaborative Studies in Science and Human Affairs' offered jointly by McGill and Concordia universities. Originally designed by a historian of science at Concordia and a biologist at McGill, the course has been given for five years. Students may enrol at their home university and each institution funds and administers the course as if only its own students were involved. However, all resources, including library and audio-visual facilities, are shared. The Commission believes that the McGill/Concordia course provides a useful model for joint ventures of this type at other universities.[25]

A common method by which Canadian universities have forged links between various disciplines in the study of the country's problems has been to establish transdisciplinary centres or programmes or institutes. For example, in recent years nineteen universities have set up such institutes in environmental studies, and more are planned. Another case in point is the Joint Programme in Transportation at the University of Toronto and York University, which was established in 1970 to co-ordinate and promote transdisciplinary research and teaching in transportation with the assistance of a four-year grant from the Canadian Transportation Commission. The Programme has involved faculty and students from both universities and from such diverse disciplines as civil, chemical and industrial engineering, geography, political science, aerospace studies and law. The activities of the Institute of Guided Ground Transport and of the Centre for Resource Studies at Queen's University also illustrate the significant progress now being made in the Canadian university community in developing more transdisciplinary research focused on Canadian problems and circumstances.

The Huntsman Marine Laboratory, situated at St. Andrews, New Brunswick, provides another example of the application of both transdisciplinary and co-operative interorganizational approaches to Canadian studies in the sciences. The Laboratory is a consortium of twenty-one universities and several Government and non-Government organizations, including the federal Department of the Environment, the New Brunswick Department of Fisheries and Environment, the Department of Fisheries of Newfoundland and Labrador, the Woods Hole Oceanographic Institution, the International Atlantic Salmon Foundation and five Canadian fishing companies. Its primary concern is the promotion of teaching and research in the marine sciences. One of its present research programmes is to try to restore lost populations of Atlantic salmon in selected rivers in Atlantic Canada and certain of the New England States. The universities are co-operating in this programme with enthusiasm, as are Governments in both the United States and Canada. In addition, the private sector is contributing substantial funds. The programme is, therefore, a truly co-operative one. Furthermore, it is of considerable regional economic importance. Yet it is not lacking in scientific challenge.

The co-operative, interorganizational approach embodied in the Huntsman Marine Laboratory could well set a pattern for future problem-solving in Canada. Many urgent problems in this country lend themselves to such an approach, which requires a strong input from the scientific community combined with the contribution that can be made by Government and industry. In his presidential address to the Canadian Society of Zoologists in 1974, Dr John Anderson argued strongly that through the application of this concept of interorganization co-operation, 'we can vastly improve the operating effectiveness of the scientific community in Canada'.[26]

Unfortunately, while academic attitudes are gradually becoming more favourable towards transdisciplinary and co-operative approaches to teaching and research in Canadian studies in the sciences, some financial and organizational arrangements, both internal and external to the universities, seem to be becoming less advantageous to many such projects. The planned re-organization of the major award-granting councils of the Federal Government, which will be discussed later in this chapter, may possibly be of help to transdisciplinary studies by placing less emphasis on individual disciplines in funding research. But what is really needed is a means to ensure adequate funding of research that lies across and between disciplines and that therefore cannot be readily identified as the particular responsibility of any of the granting councils. At the moment it would seem logical for this to become one of the prescribed responsibilities of the Inter-Council Co-ordinating Committee that is to link the activities of the several federal granting councils under the proposed new arrangements. Thus, this Inter-Council Co-ordinating Committee would itself become a granting agency in the one area of transdisciplinary and co-operative studies.

Needed, too, is an immediate inventory and assessment of existing transdisciplinary research centres and institutes in Canada. Such an inventory would provide a useful overall picture, which is now lacking, of developments in this field across the country. It would be helpful in drawing attention to areas of neglect and of opportunity for additional transdisciplinary work. And it would be of assistance to federal and provincial agencies, and to private donors, in making decisions about the support to be extended to this area of university activity. The preparation of such an inventory should be undertaken by the Association of Universities and Colleges of Canada (AUCC) in co-operation with the Federal Government. Because transdisciplinary research often tends to relate to specific regional or provincial interests, the AUCC, in undertaking the proposed review, should also work closely with appropriate provincial authorities.

The Commission believes that transdisciplinary work in the sciences deserves more support than it has been getting, both because of the value of such work to science in Canada and because of the important contribution this approach can often make to the solution of problems of a broader nature. One of the many advantages of transdisciplinary studies is that students and researchers can interact with, and gain knowledge of, disciplines outside their field of particular interest or specialty. Transdisciplinary studies also serve to introduce scientists to problems faced by others in their work. Moreover, they help the non-scientist to understand the impact of science on Canadian society. And they encourage scientists to be more aware of the general milieu in which they work and of the needs of the society that supports them.

The Commission recognizes, of course, that many professors, including some of those most active in transdisciplinary work, believe that the usefulness of such work must not be overstated. For example, there is a danger that transdisciplinarity, carried too far, can produce generalists who are too remote from particular problems to evaluate helpful lines of research, or to generate appropriate responses from within a specific discipline. The 'information-explosion' has of course rendered this an increasingly serious problem. Consequently, some professors think it may be a mistake to expose an undergraduate to too wide a range of disciplines. According to this view, it is preferable to equip a student, at the undergraduate level, with a thorough grounding in only one discipline and then subsequently, at the graduate level, to expose the student to work involving a variety of disciplines. In noting this widely held view, however, one must also acknowledge again the counter-view that too many science students are entering graduate school with a general lack of awareness, bordering on ignorance, of contemporary and historical Canadian society and, indeed, with disturbingly limited knowledge of the sciences outside of their own field of interest. By the same token, most arts students are entering graduate school blissfully ignorant of even the main headings of current scientific endeavour and of the important part that science will play in their lives.

On balance, it would seem essential that students at the post-graduate level should be given some experience with the transdisciplinary approach to research. Moreover, at least some exposure to transdisciplinary work at the undergraduate level will often help the student to obtain a broader perspective both of science and of Canadian society, which can contribute to his or her preparedness for graduate work later. A recent Science Council study of honours chemistry and physics graduates indicated many honours graduates felt that the traditional early specialization was too inflexible.[27] They would have preferred to combine their specialty with courses in the humanities and social sciences. It must also be remembered that many science students do not go on to graduate study and that there is an obligation on the university to consider their needs, as well, in shaping the undergraduate curriculum. For this large group of students, it is just not good enough to say that limitations and defects in the undergraduate programme will be made up at the post-graduate level.

The Commission believes, therefore, that universities should encourage flexibility and variety at the undergraduate level to enable science students to gain some experience of the transdisciplinary and co-operative approach, and to combine, where appropriate, science and non-science studies. Similarly, students in non-science courses should have the opportunity to combine some study of the sciences with their work.

In concluding this section, the Commission emphasizes that the comments and suggestions that it has made about the need and scope for a fuller use of transdisciplinary and co-operative approaches to Canadian studies in the sciences are not meant to depreciate research or teaching that is disciplinary in nature. The latter is, of course, indispensable, and it needs and deserves increased support. The Commission's objective is simply to draw attention to the increasing importance of transdisciplinary and co-operative work in the sciences and to the contribution that such work can make to Canadian studies.

Publishing in Science and Technology in Canada

The frequent unavailability of suitable textbooks and of other academic publications with Canadian content is another major obstacle to the development of Canadian studies in many areas of science and technology.[28] Similarly, the difficulty of arranging for publication in Canada of their research findings and scholarly work poses serious problems for many Canadian scientists. That this is the case was amply borne out both by the Commission's own inquiries and by a careful examination of the very large number of submissions that it received on this subject.

The following excerpt from a brief submitted by a university teacher of environmental studies summarizes the situation succinctly and typifies many of the representations received on this topic:

> The publication of textbooks concerns me considerably. On my shelves, I have 64 books which have been given to me by publishers in order to encourage me to recommend them as texts for my class. Of these 64, only 5 (8.3%), of the books are published in Canada and deal with Canadian material; 55 (85%) of the books have been published in the United States and deal with American issues, and the remaining 4 (6.7%) are from the United Kingdom. This flood of U.S. books means that, if a student goes to the library to look up anything at all in the area of environmental studies, the book he uses will almost certainly be an American book, dealing with the American governmental system and agencies and with environmental conditions and problems as they exist in the United States.

The brief goes on to suggest that, after some weeks, the student in such a circumstance is lulled into reading and thinking as an American, and 'only the very strong-willed, or the very knowledgeable, switch out the American content and use the examples in a Canadian context'. Because he is reading in the subject as though he were an American, the student comes to think like an American and to believe that it is proper that he should do so. A few examples may serve to indicate the nature and scope of the problem.

A brief from an authority in the field of health care delivery systems in Canada noted how 'unfortunate it is that so many texts and references in the health services are based on foreign experience rather than on our own'. The Commission was told by forestry scientists, in briefs and at public hearings, that in many areas of their field there were no really good Canadian texts available and that primary material often is 'not in very good shape'. French-Canadian scholars lamented to the Commission the dearth of appropriate French-language texts in both the physical and social sciences. They further noted that the English-language texts that must consequently be used in such fields as biology are often from the United States and oriented to the interests and problems of that country. Other briefs noted that nursing science in Canada, at both the undergraduate and graduate levels, is dependent almost entirely upon the United States for textbooks and reference materials. The same point was made concerning university courses on resource management.

An Alberta professor of design education stated that 'the most serious gap preventing any informed awareness of what is happening in Canada in the field of design is, in my opinion, the total absence of any regular publication on design'. Another brief pointed out that although more material on Canadian aspects of environmental problems is becoming available in books, papers, reports and in other forms, there is still a serious lack of published Canadian scholarly materials in this important field. The brief argued that this 'makes the instructor and the students dependent on material related to the U.S. and tends to inculcate a U.S. bias on problems, achievements and aspirations'.

Briefs from geographers expressed concern about the lack of geography texts dealing with Canada. One geographer said that he regretted having to make such extensive use of American texts, but that the Canadian material was often 'either unavailable or of such poor quality that the American variety is preferable, even given the disadvantage of not being topical'. The Commission also learned that there is in many areas a lack of good quality engineering textbooks that treat the Canadian situation. As one engineer expressed it to the Commission, 'mostly one makes do with American textbooks. In some cases this is of little consequence, but in such areas as geology and geotechnology, where discussion of Canadian conditions is paramount, it is a serious deficiency'.

An excellent example of the textbooks that can be produced for Canadian studies in the sciences is the Canadian Building Series. Sponsored by the Division of Building Research of the National Research Council, the series consists of four volumes, with another planned and still others in prospect. The volumes already published make a valuable contribution to the teaching and application of science and engineering in Canada. They deal with the *History of Building in Canada, The Performance of Concrete, Muskeg Engineering Handbook,* and *Permafrost in Canada*. Several science teachers expressed to the Commission the view that the series, in the words of one, 'should be compulsory reading for those in any way connected with the economic, social, environmental and physical development of the north'.

The Science Council has also made an outstanding contribution to the development of scientific literature directly pertaining to Canada through its extensive programme of research and publication. The steady flow of reports and special studies produced by the Council has added enormously to our knowledge and understanding of the state of the sciences in Canada. The full extent and usefulness of this material are perhaps not yet sufficiently known or recognized by many university teachers.

While there is a lack of good textbooks and scholarly volumes pertaining to Canadian circumstances in many fields of science, Canadian science seems to be better served in terms of journals and periodical literature. The Institute for Scientific Information, Philadelphia, in its survey of 19,740 science journals throughout the world, ranks eight of the eleven journals published by the National Research Council among the top 2.5 per cent of all scientific journals published in terms of their impact.[29] By the same measure, seven other Canadian scientific journals rank among the top 5 per cent of the world's scientific periodicals.[30]

These and other indicators provide striking evidence that many important areas of Canadian science are now served by journals of a quality and reputation that may be surprisingly high to many Canadians, including some members of the scientific community. In addition, several good publications concentrate on popular articles, for example, *Science Dimension, Québec Science* and *Canadian Research and Development*, while *Science Forum* has played a useful role by focusing upon science policy.

Nevertheless, scholars in some scientific disciplines lack opportunities for publishing in Canadian journals. Representations to the Commission, for example, cited the need to expand the opportunities for the publication of scholarly articles in Canadian journals in such fields as urban studies, architecture, environmental studies and building sciences. In most of these fields, and in various other areas of science and technology, there is still no first-class scholarly journal in Canada.

Despite the tremendous interest and importance of civil engineering to this country, it was only a year ago that the first issue appeared of a Canadian scholarly journal devoted to this subject.[31] Papers published by this new journal will 'normally be expected to demonstrate a clear association with or relevance to Canadian civil engineering problems or practice'. Prior to this, except for the *Canadian Geotechnical Journal*, there had been no significant outlet for Canadian civil engineering research other than United States and European journals.

Mention has already been made of the high quality of the *Canadian Medical Association Journal*. However, it is the only really scientific general medical publication in Canada. The journal of the Royal College of Physicians and Surgeons and the *Canadian Journal of Surgery* carry only material on clinical work. A large proportion of the clinical investigation and research undertaken in Canada is published in journals based in other countries. Representations to the Commission urged the need for a Canadian journal of clinical investigation.

The *Canadian Nurse*, the publication of the Canadian Nurses' Association, deals primarily with articles of general interest. Very little space is devoted to scholarly writing and research, except for publication of abstracts of research completed by Canadian nurses. Of necessity, the Canadian nursing profession relies heavily upon *Nursing Research*, a journal devoted to research in nursing published in the United States.

There are a number of reasons for the dearth in various fields of science of Canadian printed materials suitable for teaching and also for the limitations on the opportunity for Canadian scientists to publish their scholarly work. For the most part, these reasons relate to the general difficulties that surround publishing in Canada, and they are discussed in more detail in the chapter on publishing and Canadian studies. There are, however, several reasons that have particular, if not exclusive, relevance for the sciences. One of these concerns the attitude of scientists themselves, both to writing materials for teaching purposes and to publishing in Canadian forums.

The Commission found that among many scientists at Canadian universities there is still a lingering doubt about whether writing textbooks and helping to prepare other teaching materials is a legitimate area of university activity. This question arose at the public hearings of the Commission in every region of the country. It was clear from the discussions that many university scientists who would like to contribute in this important and useful way are sharply discouraged from doing so by the attitude of some of their colleagues, who believe that such activity is not 'academically respectable'. The point was also clearly made in various briefs and printed materials submitted to the Commission. For example:

> If we are not prepared to write textbooks, how are the teachers going to teach? And why have we not got the textbooks? Because those of us who call ourselves scientists look down our long noses at our peers who deign to "waste" their time writing elementary textbooks. We say among ourselves "that is what old men do after they can not cut the mustard in frontier research".[32]

By the same token, many scientists still view publishing in Canadian journals as an act of charity rather than as a particularly worth-while scholarly accomplishment or contribution. As one brief expressed it, 'the paucity of writing by some Canadian scientists in Canadian journals probably relates more directly to the "pull" of foreign journals and to the academic rewards in Canadian universities which are associated with publishing in those journals'. This problem has been commented upon by the Editor-in-Chief of Research Journals of the National Research Council who noted that, despite the high quality and reputation of many Canadian scientific journals,

> there is difficulty, in a few fields, in attracting the best work that is done in the country. A variety of reasons have been offered for this state of affairs but probably the most valid is the national inferiority complex that because something is Canadian it cannot be as good as something produced elsewhere. Canadian scientific journals can become as good as any in the world, some already are, but only with the support of Canadian scientists.[33]

It is clear that the publication in Canada of more textbooks, scientific articles and scholarly volumes will require both a change of attitude on the part of some scientists and an adjustment in the university rewards system to give appropriate recognition to such activity.

In regard to the publication of scientific books, many authors reported to the Commission a lack of both sufficient opportunity and sufficient encouragement to publish in Canada. There appear to be two major aspects to this problem. First, many university presses and other publishers prefer, understandably, to devote their attention to scholarly books that can be subsidized from federal or provinical funds. While social scientists and humanists are eligible for such subsidies for their books (for example, from the Canada Council, from the Humanities and Social Science Research Councils and from various provincial agencies), nothing like comparable support is available to assist the publication of scholarly books in the sciences. This lack of subsidized support can have particularly adverse consequences for authors in the sciences, and for their publishers, because the Canadian market for, and therefore the potential profit on, scientific books is small.

To meet this problem, the Commission proposes that the Ministry of State for Science and Technology (MOSST) establish a working committee, with appropriate representation from the scientific community, to review the need for a major programme to subsidize and to support in other ways the publication of scientific books and to recommend to the Federal Government appropriate ways and means to fund such a programme. The Commission hopes that this programme would support the publication of scholarly volumes, reference works, textbooks and learning materials, and also serious works for a more general audience on aspects of science and technology affecting Canadian society. The programme should also support the translation and publication by Canadians in Canada, in either or both of our official languages, of textbooks and other materials published outside Canada that are directly relevant to Canadian science and technology, including, for example, scholarly works dealing with research on scientific questions relating to Arctic conditions. Such a programme would not only help to provide the means for more Canadian scientific work to be published, it would also help to reduce the cost of books to students and others, thereby making them more widely available.

A second major obstacle facing aspiring authors in the sciences is the fact that most Canadian publishers are apparently not much interested in topics relating to science and technology. Numerous briefs and representations to the Commission underlined and documented this fact. One scientist, for example, described to the Commission his complete failure to interest any Canadian publisher in the finished manuscript of a book on an important scientific topic of potential interest and relevance to Canadians. Some Canadian publishers returned the manuscript obviously unread. The book was eventually published in the United States and the demand for it was so high that there was a second printing within ten months of publication. Second and third books by this writer met with an identical response from Canadian publishers, and these two subsequent books have also sold well after publication in the United States. The same author wrote to the Commission:

> . . . currently I can go to any major American or European publisher, and can sign an excellent contract for a new book on the basis of only a one-page outline, and yet I cannot get a book published in Canada even when I have a completed manuscript. In addition, I get four to six requests a year from various American and European publishers to write for them. However, I have yet to be approached even once by a Canadian publisher.

The Commission learned of many other such experiences. Consequently, it does not believe that this particular author's experience is at all unique.

In fairness to Canadian publishers, as noted earlier in this chapter, Canadian content in the science curriculum has not been strong. This has, in turn, adversely affected the market for Canadian scientific books, texts and reference materials. Moreover, while some university teachers and libraries have responded whole-heartedly to available Canadian publications, many have not, preferring to stick with American and European publications with which they are already familiar. As one brief to the Commission expressed it:

> The whole situation recalls the "chicken and egg" controversy. Plainly, universities and colleges face difficulties in establishing new courses in Canadian studies unless they know that suitable student texts and reference books are available. Publishers, on the other hand, have suffered enough problems over stocks of unsold books to make them cautious about heavy investment in more titles without reassurance in the shape of courses on university calendars and students taking those courses. So, which comes first, the course or the book?

Having acknowledged this point of view, however, the Commission stresses that part of the reason for the lack of response from university teachers and libraries to Canadian scientific publications is that Canadian publishers often have done too little to promote their books. It seems clear that Canadian publishers could be more active both in soliciting and in promoting books in the sciences.

Finally, mention should be made of the problem that Canadian scientific and other journals face as a result of the last increases in this country's postal rates. The costs to the *Canadian Medical Association Journal*, for example, rose $170,000, nearly putting it out of business. Many other learned journals had the same experience. The *CMA Journal* has survived only by allowing advertising within the scientific and editorial pages, which tended both to diminish its hard-earned international prestige and to reduce the space available for scholarly reporting. At the same time, some of the 'throw-away' commercial publications were classified differently and were not subject to the same increase in rates. The Commission believes that, because of the public service that the learned journals provide, and because of the importance of this service to research and to scholarly communication in Canada, the Post Office should review its rates for mail of this kind with an eye to reducing them to a more favourable level.

When all is said about the problems of Canadian publishing in the sciences, one paramount consideration remains: the market in Canada for learned publications is limited because of the country's relatively small and scattered population.

Subsidies, promotional campaigns, more advantageous postal rates and similar measures will undoubtedly help. But what is especially needed is an effort to organize effectively the small market that does exist. The Commission has in mind the kind of approach recently pursued by the foresters of Canada. Helped by the Science Council of Canada, the deans of faculties of forestry met to discuss, among other matters, how best to organize the small market for textbooks and supplementary materials relating to their field. Similar meetings in other fields, on a large scale and perhaps involving academics as well as policy makers, could do much to bring about stronger mechanisms and policies to support the publication and marketing of Canadian educational materials in the sciences. Drawing upon the experience of the Science Council, the Ministry of State for Science and Technology should now convene a series of such meetings with the advice and assistance of representatives of the academic and scientific community, of the publishing industry, of the federal and provincial departments involved in specific fields, and of such bodies as the AUCC, the Association of the Scientific, Engineering and Technological Community of Canada (SCITEC), thy Royal Society of Canada and the various discipline-oriented scientific organizations in Canada.

The History of Science and Technology in Canada

The underdevelopment of Canadian publishing in the sciences, and the consequent heavy dependence upon imported scientific textbooks, have a number of cultural implications. Among them is the promotion among Canadians of the impression that this country contributes minimally to science, that Canadian science has no history, and, indeed, that ours is a second-rate scientific community. As the President of the Royal Society of Canada, Dr Claude Fortier, suggested to the Commission, there is 'an alarming lack of historical perspective in the teaching of science in Canada'. The Commission agrees with this view and shares the concern that it implies. The Commission's inquiries indicated clearly that, by and large, scientific developments are being presented in the lecture hall and classroom as though they emerged from nothing, without struggle, appearing full grown. The result of this rootless approach is 'a form of illiteracy' among university students in regard to scientific achievements and the processes that led to them.

If this 'illiteracy' exists to a striking degree amongst science students – as it does – it is even more widespread amongst students in the humanities and social sciences. Most Canadians do learn at least something about Saunders' wheat, Banting and Best's insulin, and the engineering and applied science feats involved in the building of Van Horne's Canadian Pacific Railway. However, even highly educated Canadians are almost wholly ignorant of many other important Canadian achievements in science. There is little appreciation, for example, of the very significant role that Canadian scientists and technologists have played in the development of many aspects of oil technology, electrical engineering, metallurgy, refrigeration, agriculture, transportation, communications and nuclear reactor technology. The inventive contribution of such men as Frederick Newton Gisborne in developing undersea telegraphic cable systems in the 1850s and U.V. Helava in developing the analytical plotter, a revolutionary instrument that ushered in a new era in map-making, surveying, and satellite photography in the 1960s, is little known. So, too, is the Canadian scientific achievement involved in the development of the cobalt bomb, the aviation crash indicator, the variable depth sonar and the antigravity suit.[34]

Nor do Canadians appreciate the part played by scientific break-throughs, both at home and abroad, in shaping and making possible the development of this country. Not everyone will wish, or be able, to fathom the arcane complexities of modern technolgy. But many aspects of the history of science that could tell a great deal about Canada would be of interest to most Canadians. For example, the timely invention of Bessemer's steel and Nobel's dynamite had great significance for the settlement of the Canadian West and for the development of the country's railway system; and the discovery of new uses for nickel and copper made it practical for Canada to develop these resources and to become a world leader in their production.

Unfortunately, few Canadians, even at the level of university education, learn about such important facets of their country's history. Canadian school children learn of the accomplishments and impact of science in other countries, such as the Apollo flights and Sputnik, but they learn virtually nothing about the accomplishments and impact of science in their own country. And the reason is that they are not being taught such matters

Indeed, whole areas in the history of Canadian science remain unresearched and unwritten. Aside from historical material on a few industrial developments, biographical material on a few outstanding scientists and some studies of

Government departments or agencies the list of readily available books on general aspects of the history of science and technology in Canada is much too small.

Research, publication and teaching in the history of the sciences is, in fact, one of the most underdeveloped fields of scholarship in Canada. However, potentially it is one of the most interesting and illuminating. As one brief to the Commission pointed out:

> In engineering and technology, as in science, a relatively modest effort in historical research would certainly produce useful, interesting and illuminating information about Canada and Canadians. Quite apart from the major and glamorous milestones of modern technology, it is clear enough that the very patterns of history and life in Canada have been profoundly affected by the technologies.

Appreciating the importance of this field, several universities have recently introduced studies relating to the history of science in Canada. In 1968 the University of Toronto established an Institute for the History and Philosophy of Science and Technology. The Institute conducts research and supervises graduate studies on such diverse topics as the history of Canadian technology in the nineteenth century, early steam engine builders of York, petroleum technology in Ontario during the 1860s, mining technology and social change in Northern Ontario between 1890 and 1940 and the history of operational research in Canada. The Université de Montréal recently established, at the graduate level, the Institut d'Histoire et de sociopolitique des Sciences. Whereas the Institute at Toronto concentrates on what might be called the core areas of the history and philosophy of science, the Institute at Montréal is concerned more with the general field of science and society.

At the undergraduate level virtually all teaching in the history of science in Canada is done as part of general history courses. However, last year the University of Western Ontario introduced for undergraduates a half-course on the history of science and medicine in Canada, dealing with the development of scientific and medical activities in Canada from aboriginal times to the present. Worth noting, too, is the fact that Jason A. Hannah Chairs in the History of Medical and Related Sciences are now being established at a number of Canadian universities. The Chairs are designed to promote undergraduate teaching, graduate studies, research, publications, improvements in library resources, and interdisciplinary links relating to the history and philosophy of medical sciences.

In addition to these courses and programmes, the Ministry of State for Science and Technology has started a programme that helps students or recent graduates from journalism programmes across Canada to conduct research and write during the summer about Canadian advances in science. Some of their articles have appeared in the two volumes of a MOSST publication *The Mirrored Spectrum*. As it continues, this programme will undoubtedly help Canadians to appreciate more fully the important work and achievements of Canadian science, and the impact that these have upon their lives and society. The programme will also help a number of young Canadians to develop proficiency in writing about scientific matters.

The recently established Canadian Society for the Study of the History and Philosophy of Science also holds promise for Canadian studies. At present, however, the Society's indexed directory indicates that only about 15 per cent of its members are interested specifically in Canadian concerns. This is reflected in the topics dealt with at its last annual meeting: only about 15 per cent of them were directly related to Canadian subjects.

Undoubtedly, such developments will do much to fill the many gaps that still exist in teaching and writing about the history of science in Canada. Nevertheless, several obstacles stand in the way of historical studies in Canadian science. First, and perhaps foremost, is the difficulty of finding a 'home' in the university community for this field of academic work: neither historians nor scientists have quite welcomed or accepted it. The plain fact is that too few history and science departments have been willing to recognize the significance of the history of Canadian science or to accept the academic validity of teaching and research in this field. Moreover, historians and scientists have been reluctant to recognize each other's work in this area. A change of attitude on both sides is needed at many universities in order to open the way for well-planned and properly sustained programmes of teaching and research in the history of science, including provision for adequate attention to science in Canada. The Commission notes that several universities have resolved some of these difficulties by making joint teaching appointments between the department of history and a particular department of science. The Commission commends such an arrangement to other universities.

A second major obstacle to the development of historical studies in Canadian science is the lack of financial support for work in this field, particularly for critical analyses of the development and impact of science in Canada. To help meet this difficulty, the Commission recommends that the Science Council be given additional funds to enable it to expand its programme of gathering and disseminating information about scientific and technological developments in Canada. In addition, the Science Council itself should consider commissioning historical studies of science in Canada. At the same time, universities that do not now offer a course on the history of science in Canada should consider introducing such a course in order to provide students with the opportunity to learn about Canadian scientific accomplishments and their effect on the country's development.

Facilities for Canadian Studies in the Sciences

In addition to universities, there are many other institutions and agencies that provide essential support for Canadian studies in the sciences and that can also do a great deal to help Canadians learn about and appreciate the role of science and technology in their country's development. In this section the Commission will discuss a number of these, namely, science museums, botanical gardens, arboreta, parks, wilderness areas and zoological preserves. The Commission is well aware that many other facilities and agencies, too, have relevance for Canadian studies in the sciences. Indeed, their relevance is often of a more obvious and readily appreciated nature. However, the indispensable role in Canadian science of laboratories, computers, field surveys of all kinds, communication networks, space research facilities, satellites, oceanographic stations and similar operations has already received a good deal of attention in both public and private studies. The Commission believes, therefore, that it would be performing a greater service by concentrating, in this section, on some of those science facilities whose relevance and importance for Canadian studies are not often widely and fully appreciated.

Our country's museums are unquestionably educational institutions of enormous importance. Yet the full significance of their resources and potential educative role is still only dimly perceived by much of the public, including many members of the academic profession. Moreover, they constitute an extraordinarily important resource for Canadian studies. This fact is well expressed in the National Museums Act that describes the purposes of the National Museums as being 'to demonstrate the products of nature and the works of man, with special but not exclusive reference to Canada, so as to promote interest therein throughout Canada and to disseminate knowledge thereof'.[35] To carry out this mandate, the National Museums gather, house, study and exhibit growing collections of national significance, provide demonstrations, undertake travelling exhibitions, sponsor lectures and support extensive research and publication.

The general subject of museums and Canadian studies is more fully examined in the chapter on the conservation and study of Canadian cultural property. However, it is appropriate to note here their particular importance for Canadian studies in the sciences. In every part of the country federal, provincial and locally-supported museums, as well as a number of private museums and museum collections, are contributing to the work of the Canadian scientific community and to our understanding of its achievements and the contribution to our society. In Saskatoon, for example, the museum demonstrates superbly not only the evolution of Canadian farm machinery and techniques, but also the importance of technology in the development of the Prairies. In Nova Scotia the Alexander Graham Bell Museum and the Miners' Museum preserve and illustrate particular facets of Canadian science and technology. The new Ontario Science Centre is undertaking a valuable educational role, and the science departments of the long-established Royal Ontario Museum continue to provide services and to engage in research at a level that has brought international recognition to this large and important institution.

It is not possible in the space available to make a comprehensive examination of the work of the science museums across Canada. But the importance of this work to Canadian studies may be illustrated by reference to the National Museums of Canada and, within this Corporation, to the National Museum of Natural Sciences. It should be noted, however, that another of the National Museums, the National Museum of Science and Technology, is also totally concerned with science, and that a third, the National Museum of Man, has a very substantial science component.

The National Museum of Natural Sciences conducts research in zoology, botany, palaeontology and mineralogy. The Museum also carries out research of a more general nature. An example of this is the comprehensive study of the Arctic environment, centred around the Museum's field station on Bathurst Island. At present the Museum's scientists are involved in the conduct of no fewer than eighty-one research projects.

In addition to its own research work, and its exhibits, the Museum serves the Canadian scientific community in many other direct ways. Studies of the taxonomy, systematics and distribution of organisms are a major concern. Because these studies are a necessary basis for the understanding of ecosystems, they are of interest and service to all agencies and individuals carrying out research on the environment and its quality condition. The work of systematists and taxonomists depends on the availability of the comprehensive collections that only museums are equipped to maintain; this lends a character of special importance to museums of natural history in this sphere of activity.

The Museum's scientists and curators are called upon to identify specimens for researchers in Canada and abroad. For example, the botanists identified more than six thousand specimens in 1973-1974, at the request of a number of researchers. The Museum's Canadian Oceanographic Identification Centre (COIC) sorts and identifies the biological material collected in the course of marine and freshwater studies, at the request of the investigators. In 1973-1974, for example, the COIC identified 1,920 lots of specimens for more than a hundred agencies; one task required the establishment of a temporary unit at Halifax, to support during seven months the studies undertaken by the Bedford Institute in the Gulf of St. Lawrence. Similarly, the Museum's Zooarchaeological Identification Centre assists archaeologists by identifying the bony material that they unearth.

The Museum co-operates with the university community in a variety of helpful ways. Many professors and students are offered contracts to carry out research projects. The Museum's staff supervises and counsels graduate students. For example, thirteen graduates at nine universities were supervised by the Museum's zoologists in 1973-1974. Many members of the Museum's staff teach university courses and some are loaned by the Museum to universities for extensive periods. One botanist recently spent nine months at Simon Fraser University; another is spending the 1974-1975 academic year teaching at Université Laval. The Chief Zoologist spent six months in Quebec City in 1972, advising a group of three universities (McGill, Laval and Montréal) on the planning of a long-term joint study of the St. Lawrence estuary.

The Museum each year accepts three post-graduate fellows selected with the assistance of the National Research Council. Most fellows are Canadian, but in the last three years some have come from Japan, Australia, Finland and the United States.

A large number of scientific publications are authored each year by Museum staff members. In 1973-1974, for example, Museum zoologists completed 38 manuscripts totalling 950 pages, and published 21 papers totalling 713 printed pages. In addition, many manuscripts from outside authors are refereed upon request by Museum staff members. In 1973-1974, no fewer than 152 manuscripts, totalling more than 3,000 pages, were referred for comment and assessment to members of the Museum's zoology staff.

The Museum also publishes works of a popular nature. Examples are *Birds of Canada, A Guide to the Freshwater Sport Fishes of Canada, The Rocky Mountain Wild Flowers* and *The Mammals of Canada.*

From this brief description, it can be seen that the National Museum of Natural Sciences is making a most important contribution to Canadian studies in the sciences, and that in doing so it is serving and supporting the work of the universities very substantially. Unfortunately, however, like many science museums in Canada, the Museum, despite the very good work that it is doing, lacks the funds needed to enable it to serve the public fully. Increased financial resources would make possible a useful expansion in the Museum's work and services in a wide range of Canadian studies in the sciences. In light of its responsibilities to the whole of Canada as a study area, the Museum is meagerly equipped with curatorial staff. Indeed, considering the diversity and extent of Canadian ecosystems, flora and fauna, it is clear that it can hardly function as a National Museum, fulfilling the purposes with which it is publicly charged. To put it bluntly, a doubling of the curatorial staff is needed, as a start, and this will in turn entail additional support staff, accommodation and equipment.

Scientific staff are needed to study areas that the Museum is having to ignore at present, particularly in invertebrate zoology. The demand from research scientists all across Canada in the fields of zoology, botany and archaeology for assistance from the various identification services of the Museum is far in excess of what it can now reasonably be expected to provide. The Museum's Canadian Oceanographic Identification Centre needs additional specialists in marine and freshwater organisms. In zoology and botany generalists are required in each area to carry out the more routine types of identification. In zooarchaeology an expert is needed to assist with the identification of bony material.

The allocation of student assistants to the Museum has unfortunately decreased from thirty-five to ten, because of other Government priorities. It could easily make use of forty student assistants during the summer season. Similarly, the Museum could usefully double its number of post-doctoral fellows.

The Museum's annual publications budget, which is now approximately $65,000, would have to be tripled to be adequate to support the publication of even one half of the worth-while manuscripts submitted to it each year. At the present time, it must turn away many promising manuscripts concerning the natural sciences, most of which are sent to it by university scientists. The great majority of the manuscripts referred to the Museum deal directly with the flora, fauna and mineralogy of Canada. It is a national loss that their publication either does not take place or is so long delayed.

In terms of equipment and facilities the Museum needs a vivarium and greenhouses. It is in the process of developing computer systems for the storage and retrieval of catalogue information that will be useful to university researchers in the natural sciences as well as to its own staff. Expensive duplication in field collecting could also be avoided if information on the status of existing collections was readily available. For these reasons it would make both economic and academic good sense to expedite the development of the Museum's computer systems.

The Museum is already making a notable contribution to Arctic research through the station it operates on Bathurst Island. However, the needs are such that it could usefully maintain two more stations, in other Arctic localities.

Finally, it is evident that the Museum could serve the Canadian scientific community, including the universities, much more effectively if it had regional stations or bases on the east and west coasts of Canada and in the prairie region.

The National Museum of Natural Sciences as an organization is, thus, deeply involved in Canadian studies. It does, however, require substantially increased resources to meet the legitimate demands being placed upon it by Government, by universities, by the scientific community, by the public, and by the need and opportunity for much more work to be done in the natural sciences in Canada. In this the Museum reflects the position of all the museums across Canada concerned with the sciences. The educational significance of their work needs fuller recognition, and the importance of this work merits more support. Specific recommendations to this effect are contained in the chapter on the study and conservation of Canadian cultural property. In that chapter the Commission makes recommendations for a more effective Canada-wide system of museums. Here it wishes to stress the importance of the science museums within a national system of museums and their need for greater financial assistance.

While the science museums play a very important role in Canadian studies, their energies are principally directed to collecting, conserving, studying and exhibiting non-living things uprooted from their natural setting. Botanical gardens, zoological preserves and arboreta are therefore necessary to make possible the conservation, study and exhibition of Canada's living plants and animals in their natural habitat. But, as many briefs to the Commission pointed out, facilities of this kind are grossly deficient in Canada. Existing gardens and arboreta lack support and encouragement, and Canada should be doing much more to conserve the country's varied ecological systems and to facilitate research related to them. The Commission learned with concern, for example, that one of the best zoological gardens in the country is in danger of closing because of lack of provincial support. More than one brief suggested that 'there is only one arboretum in Canada worthy of the name, whereas there should be at least one in each of the geographic regions of the nation'. In view of the importance of forestry to so many parts of the country, a Canada-wide system of arboreta is essential if the country is to be adequately equipped for teaching and research in this field. Towards this end, the Commission recommends the Federal and Provincial Governments co-operate with universities to develop arboreta in strategic locations across Canada.

Nor is there anything resembling a national botanical gardens system. Canadians concerned with the orderly development and management of botanical gardens and associated activities have submitted a detailed proposal for such a system to the Ministry of State for Science and Technology. The proposal calls for a chain of botanical gardens in the major climatic and ecological regions of Canada in order to conserve and protect the country's valuable vegetation. Because industrialization, land clearing and draining, and general environmental pollution are fast destroying much of Canada's most important vegetation, the Commission believes that MOSST should act immediately upon the proposal.

The adequacy and condition of the national and provincial parks also urgently need examination from the point of view of their contribution to the conservation, study and illustration of the natural sciences in Canada. Despite some recent expansion, many of these parks are still far from adequate to meet the heavy demands of public use. Consequently, their natural characteristics are threatened with destruction. Additional parklands, with strong and skilful management, are required to ensure that the nation's parks can serve effectively as areas for ecological conservation and research, and for historical studies and display, as well as for recreation, for the use of present and future generations of Canadians.

Moreover, wilderness areas and ecological preserves are necessary in all regions of the country. The impending loss of the last major tract of grassland in Canada, at Suffield, Alberta, is but one indication that this country is not doing nearly enough to protect areas of representative ecosystems. By the same token, there should be greater protection of ancient camp sites and historic canoe routes, since much of our history is intimately linked to the natural environment and much of the archaeology of the country is yet unstudied. Additional comments and specific recommendations on this subject are contained in the chapter on conservation and study of Canadian cultural property.

Studies by both Federal and Provincial Governments have already identified areas of Canada that possess particular or even unique biological and environmental value. The Commission believes that the Federal Government, in concert with the Provinces, should now establish a national system of environmental reserves. Such a system would ensure the conservation of important areas needed for scientific research and provide valuable indicators of the ecology of at least some relatively undisturbed specific ecosystems in Canada. Under well-controlled conditions some of these environmental reserves might also be made available for limited public recreational use.

Careful thought and sufficient financing must be given to the development of the knowledge and expertise required for the effective management of the country's varied ecosystems. This is a field in which an interdisciplinary background is often helpful and one in which universities can make a major contribution both through research and the education of graduates with appropriate knowledge and skills.

In the case of each of the kinds of facilities discussed in this section — science museums and collections, arboreta, botanical gardens, zoological preserves, parklands and environmental reserves — there is scope for fruitful collaboration between the universities and the institutions or agencies concerned. To varying degrees, such collaboration now exists. However, it could often be much more productive if the university community were more aware of the potential value of such collaboration and more willing to seek it out. It is an approach that would open up significant new opportunities for Canadian studies in the sciences.

Recent Trends in Federal Support for Scientific Research in Canada

As noted at the outset of this chapter, the Commission does not believe that it would be performing a service by adding unduly to the extensive public discussion that has taken place on Canadian science policy. Nevertheless, in recent years many changes have been proposed, and some have occurred, in the policies and mechanisms by which scientific activities are supported and funded in Canada. Some of these changes have had, and others might have, profound implications for Canadian studies in the sciences. For this reason, the Commission feels that it should comment briefly upon a number of the developments and proposals in this area of public policy.

Of particular interest and concern is the major emphasis that the Canadian Government is now placing upon the support of scientific activity that relates directly to national goals and priorities. The declared objective of the Ministry of State for Science and Technology, for example, is 'to assure the optimum use of science and technology in support of national objectives'[36] As part of this policy, the Government has been spending during the past five or six years proportionately less money on basic research and more on mission-oriented applied research. Moreover, it has been moving away from making large block grants for research to universities in favour of contracts and agreements to promote university research that is directly relevant to federal departmental objectives. The Government has also proposed a reorganization of the award-granting councils in which, among other things, support for the natural sciences and engineering would be separated from the laboratories of the National Research Council.

The Commission readily concurs in the appropriateness of the Government's stated policy to increase support for research that is relevant to Canadian goals. Indeed, the need for such a thrust in Canadian science is a central theme of this chapter. At the same time, the Commission believes that Government need not, and should not, be the only interpreter of what the country's scientific goals should be. The university community should also have a role to play in defining and promoting such goals, and its capacity to play its part in this role may in fact be hindered by certain current trends in Government policy relating to the sciences.

The Commission is concerned, for example, that the Government's growing emphasis upon mission-oriented research agreements and contracts may threaten the autonomy of universities, their freedom of inquiry and their ability to promote the best in knowledge. It may also lead universities to emphasize unduly scientific work concerned with immediate and short-term problems, to the detriment of Canadian science in the future. No doubt, as Government departments are encouraged to have their research and development done by universities and other non-Government agencies through agreements and contracts, useful research will be sparked in many previously neglected scientific areas. However, the university must not be transformed into a facility that caters primarily to Government priorities or to specific requests. The real danger in this situation is not so much that universities might be manipulated by their patron, but that, as one submission to the Commission put it:

> . . . the scholar will be gradually caught up in the task of getting his research acted upon by government or business consumers, and that the experience will so condition his professional capabilities that he becomes dependent on their continued patronage. The priority he places on the pursuit of knowledge will be gradually displaced by the need for acceptance, his professional predilection for speculative theorizing and innovative insight will give way to a preoccupation with the immediate and the idiosyncratic. [And, might the Commission add, with the lucrative!]

In short, the Government's policy does not appear to recognize sufficiently that Government departments, as well as the granting councils, have a responsibility to support university excellence as an end in itself. Nor does it recognize adequately their responsibility also to respect and support the creative freedom of scientific inquiry. The trend in Government policy to de-emphasize basic research in favour of mission-oriented applied research tends to discriminate against some excellent scholarship that is worthy in itself and may lead to future scientific breakthroughs of an applied nature, even though at present such research may not be specifically related to stated national goals. Moreover, because federal funds for mission-oriented work normally are linked to a specific Government department, interdisciplinary work that cuts across the concerns of many departments is often not being supported adequately.

As the Commission suggested earlier in this chapter, there is a real danger in requiring scientists to cater unduly to national objectives as defined by politicians. Less than 10 per cent of all federal science research funding goes to support basic research in universities. It would be a grievous disservice to the long-term future of science in Canada if this percentage were reduced further.

The Commission shares the alarm felt by many scientists about the consequences of the severe financial restrictions that the Federal Government has imposed over the past few years on university scientific research. For example, in the six-year period from 1969-1970 to 1974-1975 parliamentary appropriations to the National Research Council for graduate scholarships, grants-in-aid and research increased less than 7 per cent, from $64,760,000 to only $69,293,000. When the annual inflation rate is taken into account, the effective dollar value of the Council's funds has actually decreased by more than 20 per cent during this period.[37] If one were also to take into consideration the increased cost of performing research, the Council's funds have probably decreased in real value by more than one-third since 1969.[38]

This situation is in marked contrast to what is happening in other developed countries with a serious commitment to science. The Commission's inquiries revealed for example, a much more substantial rate of growth in spending during this period by the United States National Science Foundation, the British Science Research Council and the French Centre national de la Recherche scientifique. Using their 1969-1970 budgets as a basis of 100 per cent, the British Science

Research Council reached 156 per cent in its 1973-1974 budget, a position reached a year earlier by the French Centre national de la Recherche scientifique. The budget increase of the United States National Science Foundation reached a level of 145 per cent in 1972-1973. In comparison, the NRC calculated its budget from the same basis at 103 per cent in 1972-1973 and 106 per cent in 1973-1974, a growth rate about one-tenth of that in the other countries listed.

The failure of the Federal Government to provide adequate financial support to the National Research Council has had very unfortunate consequences for the Canadian scientific community. When the inflation factor is taken into account, the real value of the average amount each grantee received from the NRC has dropped 28 per cent between 1969 and 1975. NRC grants to scientists specifically for buying equipment have plummeted from $5.69 million six years ago to $2.62 million in 1974-1975. The number of post-graduate scholarships and bursaries granted by the NRC has plunged 27.2 per cent in the past six years, and the real value in purchasing power of these scholarships has dropped more than 15 per cent. In the same period both the number and the real value of post-doctorate fellowships awarded by the NRC have also declined.

While the Government's budgetary policies have, fortunately, been somewhat less damaging to the Medical Research Council, that Council has also been forced to restrict its activities considerably. Parliamentary appropriations to the Medical Research Council in 1973-1974 increased by only 2.5 per cent from the previous fiscal year, despite huge increases in the cost of doing research during the same period. The situation is no better in 1974-1975. Faced with perhaps the tightest budget in its history, the Medical Research Council is being forced to limit severely new research grants to newly appointed faculty and to reduce its allocations in the following amounts: by 50 per cent for visiting scientists' awards, by 25 per cent for general research grants to deans of medicine, by 20 per cent for grants to deans of pharmacy, by 35 per cent for summer undergraduate research scholarships, by 30 per cent for medical symposia, and to cut by 19 per cent the intake of new trainees into the fellowship and studentship programme and by 20% the number of new scholarships.

The Commission shares the view of many scientists in Canada, and indeed abroad, that such severe restrictions by the Canadian Government on funding for scientific research constitute a most serious threat to the future strength of science in this country. If the present downward trend in scientific funding continues, it is certain that important areas of research will be neglected or fall into disrepair, and that many of Canada's brightest young scientists will be denied the opportunity to establish their careers. This country will be paying the price of such folly for years to come.

The Commission recommends, in the strongest terms possible, that the Canadian Government increase substantially the budgets of the major award-granting agencies concerned with scientific research to enable them better to ensure that Canada's long-term needs for research excellence and qualified scientific manpower are met.

The Commission notes, further, that the proposed changes in the structure and arrangements of the federal award-granting councils could create as many problems as they might solve. It is clear, for example, that many scientists fear that the proposed reorganization may not be taking into account adequately the need to maintain the very high quality of the work of the existing councils and their relative freedom from external administrative and political controls. The Commission shares this concern.

The Government appears to have in mind, as well, a new role for the Science Council of Canada.[39] Whatever this new role may be, the Commission hopes that the Council's capacity for critical and independent comment and analysis, and for building strong connections with all sectors concerned with Canada's science, will be strengthened, not weakened. As much or more than any single Government agency, the Science Council, through its numerous reports and special background studies, has directed the attention of the Government and of the public towards opportunities, requirements and areas of neglect in Canadian science and technology. In addition, as noted earlier in this chapter, these reports and special studies are a valuable source of information and opinion about Canadian studies, both in scientific fields and in many other areas.

The Commission is greatly encouraged by recent efforts of the Canadian scientific and technological communities in the private sector to work more closely with the Federal Government on matters of mutual interest, while seeking to strengthen co-operation and communication amongst themselves and between their members. Much of this activity has helped to foster a heightened awareness of some of the distinctly Canadian dimensions in science and technology.[40]

A major obstacle to scholarly communications among scientists and technologists in Canada, and to communication between them and the Federal Government, has been the fact that most Canadian scientific and technological societies have been comparatively young, small and impecunious, and have had to compete with larger, older and better financed American counterparts, of which many Canadians are members. Language and geography have compounded their problems of communication and organization. As an umbrella organization for Canadian science and technology, the Association of the Scientific, Engineering and Technological Community of Canada faces the great challenge of helping to co-ordinate the activities of the many diverse societies that make up this community and of helping, also, to achieve something like a consensus among them in their representations to Government and to the public at large. Unfortunately, since its inception in 1970, SCITEC has been able to make only a modest beginning upon this difficult task. In large part this is because it has not received adequate support from either the Government or its constituent members.

Consideration is now being given to a proposal to establish a House of Science and Technology (HOST), a centre with shared administrative facilities to provide common services to societies and their members, which many of the societies are not able to afford to provide in isolation. If established, HOST would no doubt result in cost savings and increased efficiency for many of the scientific and technological societies, and thereby help to relieve them of their current preoccupation with financial problems. HOST could also provide a focal point for improved communication within the Canadian scientific community and between that community and the public. The Commission recommends that the Federal Government support the proposal to establish a House of Science and Technology.

The Commission notes, as well, the important contribution that the Royal Society of Canada has made, and is continuing to make, to scholarly activity and communication in the sciences in this country since its establishment in 1882. The objectives and functions of the Society are discussed further in the chapter of the Commission's *Report* on scholarly communication and the Canadian academic community. However, it is appropriate to observe here that there is a growing disparity between the responsibilities of the Society and the financial resources available to it to discharge these responsibilities. If the NRC is dismembered, the Canadian Government will inevitably call upon the Royal Society to assume the additional responsibilities for advice and service in the field of science, thus compounding the financial pressures placed upon it. The annual fee paid by its members, which is already higher than the fee levied by any other national academy in the world, is the chief source of income for the activities of the Society. In recent years the Canadian Government's modest contribution to the Royal Society has been made through the National Research Council and the Canada Council. The Society is now appealing to the Government for more financial support to enable it to continue its programmes and to play an even greater role in domestic and international science. In view of the national importance of the work of the Royal Society of Canada, the Commission believes strongly that the Society's appeal to the Government should receive prompt and sympathetic attention.

While the universities, individual scholars, the learned societies and various Government agencies across Canada are working hard to create a base for Canadian studies in the sciences, a great deal remains to be done. The notion still prevails in some sectors that because science is universal in scope, it is folly to speak of Canadian science. More than anything else, it must be realized that in fact there are aspects of science that are, or ought to be, of special interest to Canada, and that they merit attention and support.

Recommendations

1. The Commission recommends that, as an important part of this country's overall scientific endeavour, more resources and attention be directed to aspects and areas of science and technology that are particularly relevant to Canadian needs and circumstances. Canadians should recognize and honour the responsiblity that they have, both to themselves and to the international scientific community, to respond to the challenge of investigating the scientific problems posed by their own country and the scientific phenomena related to it.

2. Universities should review their programmes of teaching and research in science and technology to ensure that adequate emphasis is being placed upon Canadian problems and subject matter. In many instances, universities should place a much greater conscious emphasis upon Canadian aspects of scientific activity, and upon discovering ways in which university research and teaching in science and technology can be related to the particular opportunities and

circumstances of this country. There must also be a recognition by Government and the public that universities cannot meet this challenge without substantial additional financial support.

3. This chapter contains numerous illustrations and specific recommendations of fields of scientific study relating to Canada requiring greater attention in teaching and research including, for example, meteorology and climatology, fresh water studies, marine sciences and oceanography, geology, geography, communications, native mammals, the environment and ecology, resource management and many professional areas. The chapter notes the particular need for more scientific research and teaching in many different fields relating to the Canadian Arctic.

4. Extensive impact studies concerning the consequences of man-made projects on the ecology and the environment are needed in every region of the country. Such studies should precede developmental projects, not follow them as is now too often the case.

5. The Commission recommends that serious consideration be given now to the establishment of the nucleus of a university of the North. In addition, and perhaps as an immediate step towards the eventual establishment of a university in the North, the Commission recommends that one or two universities open extension departments in some of the far northern communities to provide their inhabitants with opportunities for knowledge and training not otherwise accessible to them.

6. The Commission commends the Youth Science Foundation for the contribution it is already making to increase the knowledge and awareness of Canadian scientific concerns among promising senior high school students across Canada through its programme of Summer Seminars. It recommends that the Foundation be assisted to continue and to expand its activities.

7. The Commission has found that the concealment by some Government departments and private corporations of research findings, through secrecy or deliberate slowness in the publication or release of such findings, poses a major problem for independent, university-based scientists interested in studying scientific problems or phenomena relating specifically to Canada. The Commission has observed that such concealment of scientific data and research findings has had unfortunate consequences for Canadian studies in science and technology, including the unnecessary repetition of many experiments and research studies. It believes that it is both irresponsible and wasteful to withhold for long the findings of scientific research, unless for very good cause. The Commission therefore recommends that the results of scientific studies sponsored by Government, and by private corporations, in the North and elsewhere, be made accessible to others in the scientific community, and indeed to the public, much sooner than is now often the case.

8. The Commission recommends that Government departments, both federal and provincial, take positive steps to make their research facilities and logistic support more freely available to university researchers. Given the large investment of many Government departments (for example, agriculture, the environment, fisheries, health and welfare) in major research facilities, the adoption of an open door policy of this sort by the Federal and Provincial Governments would do much to facilitate research by members of the university community. In particular, it would bring valuable support to research oriented toward Canadian questions, since such research facilities have usually been developed specifically to meet Canadian needs and problems.

9. The Commission recommends that appropriate actions be taken to meet the need to equip science students with a better knowledge of contemporary and historical Canadian society and non-science students with a better knowledge and understanding of the important part played by science in our society and culture. To these ends, the Commission makes the following recommendations:

   (a) Universities, scientific associations and award-granting agencies should give a higher priority to the need for general science courses, of academic rigour, which will provide a non-specialized approach to the study of scientific concepts and their applications with specific emphasis on Canadian problems and circumstances;
   (b) These bodies should also encourage and assist the preparation of textbooks and other materials suitable for use in such courses:
   (c) Serious consideration should be given to requiring all non-science university students to take an introductory

course in science that would give them some basic knowledge and understanding of the part science plays in our culture and society; at the least, such a course, well planned and of good academic standard, should be available at every university as an option open to students not majoring in science;

(d) Conversely, there should be made available at every university, again at least as an option, courses that would enable all science students to study the history, institutions, and social and cultural framework of the society within which they live, and also to examine the role of the scientist in this society.

10. The Commission notes the growing interest in science policy as a subject in itself for study and debate and believes that the importance of this subject now requires the same kind of sustained research and attention as has long been devoted by the academic community to other aspects of public policy. It therefore recommends that teaching and research in the field of science policy be more fully recognized as an appropriate element in the academic curriculum and in university research activities, both in the sciences and in the social sciences.

11. The Ministry of State for Science and Technology should make sure that strong encouragement and assistance are given to Canadian scientists to participate fully in international scientific activities, including co-operative and comparative programmes in both research and teaching.

12. The Commission notes the important contribution that can be made by transdisciplinary and co-operative work in the sciences to the resolution of Canadian problems and to a fuller knowledge and understanding of the condition and circumstances of this country. It recommends that universities examine, with a view to their elimination, such barriers as may exist to the development of transdisciplinary and co-operative studies in appropriate areas of science and between the sciences and other fields of knowledge.

13. Universities should provide more opportunities for science students to gain experience in co-operative studies and research and to fulfil some part of their academic requirements by participating in group projects, as well as on the basis of their individual work.

14. Neighbouring universities should explore the possible advantages of undertaking joint programmes involving close co-operation between students and faculty in the natural and social sciences and in the humanities as a means of promoting knowledge of the social dimensions of science in Canada, greater understanding between representatives of different disciplines, and scholarly communication between members of different universities.

15. The Commission commends the co-operative, interorganizational approach to problem-solving embodied in the Huntsman Marine Laboratory and recommends that Government, industry and the universities study the possible application of this concept to other situations in this country in which the resolution of problems requires a strong contribution from the university scientific community combined with the contribution that can be made by Government and industry.

16. The Commission recommends that the Ministry of State for Science and Technology take note of the need for orderly and sustained support for transdisciplinary work involving the sciences and that it give high priority to studying and proposing ways and means to ensure continuity and stability in Government funding in support of such work. As an interim measure, the Commission recommends that the new Inter-Council Co-ordinating Committee, which is to link the activities of the several federal award-granting councils, have the responsibility of funding research that lies across and between disciplines and that therefore cannot readily be identified as the particular responsibility of any of the granting councils. The Inter-Council Co-ordinating Committee would thus itself become a granting agency in the one area of transdisciplinary and co-operative studies. Alternatively, the Inter-Council Co-ordinating Committee should see to it that the federal award-granting councils provide appropriate support for this purpose.

17. The Association of Universities and Colleges of Canada, in co-operation with the Federal and Provincial Governments, should make an inventory of existing centres, institutes and programmes of transdisciplinary research in Canada, including an assessment of the current state and future needs of such activity.

18. The Commission recommends that universities and award-granting agencies recognize that the writing of textbooks

and the preparation of other materials for use in teaching in the sciences is a legitimate and important area of academic activity, and that the system of awards and rewards be adjusted to give fair recognition to this fact.

19. The Commission recommends that the Ministry of State for Science and Technology, in consultation with the federal award-granting councils, the Science Council and representatives of the university and scientific community, examine ways to enlarge support for Canadian scientific journals and to expand the opportunities for the publication of Canadian scientific papers in Canadian journals.

20. The Post Office should review its postal rates for Canadian scientific journals and reduce them to a more favourable level because of the valuable service that these journals provide to teaching, research and scholarly communication in this important field in Canada.

21. The Commission recommends that the Federal Government establish a major programme to support the publication of scientific books in Canada. To this end, the Ministry of State for Science and Technology should establish, as soon as possible, a working committee with appropriate representation from the scientific community to make recommendations to the Government about the organization, terms of reference, and funding of such a programme.

    The Commission believes that the programme should support the publication of scholarly volumes, reference works, textbooks and associated learning materials, and also serious works for a more general audience on aspects of science and technology of particular interest to Canadian society. In addition, the programme should support the translation and publication in Canada, in either or both of our official languages, of selected scientific works published outside Canada that are directly relevant to Canadian studies in science and technology. The programme should also support the translation into French or English, as the case may be, of selected scientific works written by Canadians or that concern Canadian problems.

22. The Commission recommends that Canadian publishers examine the needs and opportunities for publishing in the sciences and that they be more active both in soliciting and in promoting books in this field. The proposed major programme to support the publication of Canadian scientific books should encourage and assist publishers to develop their interest and services in this field.

23. Because the market in Canada for scientific publications is relatively limited because of the country's small and widely scattered population, the Commission recommends that a special effort be made to organize this market in the most effective and helpful manner possible. To this end, the Commission recommends that the Ministry of State for Science and Technology convene a series of meetings to examine and propose the most effective arrangements possible, including mechanisms and policies, to promote the publication and marketing of Canadian educational and scholarly materials in the sciences. In doing so, MOSST should draw upon the experience of the Science Council and act with the advice and assistance of representatives of the academic and scientific communities, of the publishing industry and of other appropriate departments and agencies of Government, both federal and provincial.

24. The Commission recommends that increased academic recognition and financial support be extended to teaching, research and publication concerning the history of science and technology in Canada.

25. Universities that do not now offer a course on the history of science and technology in Canada should consider introducing such a course in order to provide students with an opportunity to learn about Canadian scientific accomplishments and their effect on the country's development and total culture.

26. In addition, the Commission urges university science departments to examine whether sufficient attention is being given to historical perspective in their teaching programmes, and it urges departments of history to consider whether their courses give adequate recognition to the significant part played by science and technology in human affairs.

27. The Commission commends the practice now followed by several universities of making joint appointments between the department of history (or philosophy) and a department of science for the purpose of promoting studies in the history of science and technology in Canada, and recommends that other universities give consideration to this practice.

28. The Commission recommends that the Science Council be given additional funds to enable it to expand its programme of gathering and disseminating information about scientific and technological developments in Canada.

29. The Science Council, in consultation with the Canada Council, should consider commissioning a series of historical studies of science in Canada.

30. The Commission commends the Ministry of State for Science and Technology upon the programme that it has initiated to encourage and assist students and recent graduates in journalism to research and write about Canadian advances in science. It recommends that this programme be continued and expanded.

31. The Commission notes the important contribution, present and potential, of science museums to Canadian studies. It urges fuller recognition by Government and by the university and scientific communities of the educational significance of the work of science museums, within a Canada-wide system of museums, and recommends increased financial support for this work.

32. In view of the importance of forestry to the life of this country, the Commission recommends the establishment of a Canada-wide system of arboreta. At least one arboretum should be located in each of the geographic regions of the country to facilitate research, teaching and conservation in that area. Towards this end, the Commission recommends that the Federal and Provincial Governments co-operate with selected universities to develop arboreta in strategic locations across Canada.

33. The Commission recommends the establishment of a national system of botanical gardens. This system should provide a chain of botanical gardens in the major climatic and ecological regions of Canada to support teaching, research and conservation of the plant life of this country. A detailed proposal for such a system has been submitted to the Ministry of State for Science and Technology by a number of Canadian scientists. The Commission believes that MOSST should act immediately on this proposal.

34. The Commission recommends that the Federal and Provincial Governments, in consultation with representatives of the scientific community, undertake jointly a comprehensive review of the adequacy and condition of the national and provincial parks with a view to strengthening their ability to contribute to the conservation, study and illustration of the natural sciences in Canada.

35. The Commission recommends that the Federal Government, in concert with the Provinces, should now establish a national system of environmental reserves. This system should aim to ensure the survival and conservation of important and/or representative areas needed for scientific research in the ecosystems across Canada.

36. The Commission recommends that universities work more closely with those responsible for planning and conducting the operation of such institutions and facilities as science museums, arboreta, botancial gardens, zoological preserves, parklands and environmental reserves. Closer collaboration between the university community and those responsible for these important facilities would open up significant new opportunities for Canadian studies in science. While such collaboration now occurs, to varying degrees, it could often be much more productive if the university community were more aware of its potential value and more willing to seek it out.

37. The Commission welcomes the stated policy of the Federal Government to increase support for research that is relevant to Canadian goals and ‘to assure the optimum use of science and technology in support of national objectives’. However, it believes that the Government need not, and should not, be the only interpreter of what the country's scientific goals should be, and that the university and scientific communities should also have an important role to play in defining and promoting such goals. To this end, the Commission recommends that the Ministry of State for Science and Technology ensure that there is adequate, close and continuing consultation with representatives of the university and scientific communities in the process of defining Canadian scientific objectives and of formulating and implementing Canadian science policies.

38. The Commission recommends in the strongest possible terms that the Canadian Government increase substantially the

budgets of the major award-granting agencies concerned with scientific research to enable them better to ensure that Canada's long-term needs for research excellence and qualified scientific manpower are properly met.

39. The Commission found widespread concern across Canada that the changes in the structure and arrangements of the award-granting councils currently proposed by the Federal Government could create as many problems as they might solve. The Commission shares this concern and recommends, in particular, that any re-organization of the federal award-granting councils should maintain the high quality of the work of the existing councils and protect their relative freedom from external political and administrative control.

40. The Commission recommends that there be no further reduction in the percentage of federal research funding devoted to the support of basic scientific research in universities and that the total funds allocated for this purpose be increased.

41. The universities, through the AUCC, should examine the problems that may arise from the trend in Government policy to make increasing use of mission-oriented research agreements and contracts, in order to ensure that academic freedom and the quality of university research remain paramount over the legitimate but not necessarily harmonious requirements of the Government departments involved in such agreements and contracts.

42. The Commission commends the Science Council for the notable contribution it is making to Canadian studies in science and technology, and recommends that the capacity of the Council for critical and independent analysis and for building strong connections with all sectors of Canada's science be strengthened.

43. The Commission recommends that the Ministry of State for Science and Technology, in consultation with representatives of the university and scientific community, examine the obstacles to scholarly communication among scientists and technologists in Canada, and between them and the Federal Government, and that it propose measures to assist and improve such communication.

44. The Commission commends the Association of the Scientific Engineering and Technological Community of Canada for its efforts to co-ordinate some of the activities of the many diverse societies that make up this community and to improve communication between them, and recommends that SCITEC receive increased support for its work, both from the Federal Government and from its constituent members.

45. The Commission recommends that the Ministry of State for Science and Technology support the proposal to establish a House of Science and Technology.

46. The Commission commends the Royal Society of Canada for the contribution that it has made, and continues to make, to scholarly activity and communication in the sciences in this country, and recommends that the Society's current appeal to the Canadian Government for additional financial support receive prompt and sympathetic attention.

FOOTNOTES:

[1] Italics added.

[2] Lynn Trainor, 'Science and the Canadian Identity', *Physics in Canada*, Vol. 29, No. 2 (March 1974), p.32.

[3] John Polanyi, 'Basic Research; its goals and its organization', *Science Forum*, Vol. 26 (April 1972), p.28.

[4] The Commission welcomes the inclusion of the word 'normally' in this criterion, because even research on camels may fall within the ambit of Canadian studies. It depends on what is done with the camel. Camels were, for example, used to some extent at one time in the dry interior of British Columbia.

[5] Trainor, p.33.

[6] *A Major Program of Water Resources Research in Canada*, Science Council of Canada, Report No. 3 (Ottawa, September 1968), p.5.

[7] J.P. Bruce and D.E.L. Maasland, *Water Resources Research in Canada*, Science Secretariat of the Privy Council, Special Study No. 5 (Ottawa, July 1968), p.3.

[8] Additional observations about geography are contained in the chapter on Canadian content in the curriculum.

[9] Anne Innis Dagg, 'Research on Canadian Mammals'. *The Canadian Field-Naturalist*, Vol. 86 (1972), p. 217

[10] D.A. Chant, *Bulletin* of the Canadian Society of Zoologists, June 1974.

[11] Wilson Eedy, *Environmental Cause/Effect Phenomena Relating to Technological Development in the Canadian Arctic*, National Research Council of Canada (NRC Associate Committee on Scientific Criteria for Environmental Quality), Ottawa, 1974.

[12] Eedy, p. 85.

[13] A.J. Alter, Arctic Environmental Health Problems. C.R.C. Critical Reviews Environmental Control (1972) 2:459-515.

[14] Eedy, p.78.

[15] I. McTaggart-Cowan, 'Ecology and Northern Development', *Arctic*, Vol. 22 (1969), pp. 3-12.

[16] P.D. McTaggart-Cowan, 'Environmental Education Needs', remarks to a symposium of the Air Pollution Control Association (May 1973).

[17] Environment Protection Board, *Interim Report*, No. 3 (1973).

[18] Walter O. Kupsch and Maryse Caillol, *The University and the Canadian North; Inventory of Classes, Research and Special Projects* (Ottawa, 1973), pp. 269-272.

[19] James Guillet, 'The Challenge of Chemical Education', *Chemistry in Canada* (October 1973), p. 5.

[20] *A Science Policy for Canada: Report of the Senate Special Committee on Science Policy* (Ottawa, 1972), Vol. 2, p.337.

[21] Additional information and comments upon this subject are contained in the chapter on archives.

[22] This subject is explored further in the chapter on Canadian studies abroad.

[23] The Organization for Economic Co-operation and Development's Centre for Education Research and Innovation has proposed a series of helpful definitions pertaining to disciplinary and cross-disciplinary work. See *Interdisciplinarity: Problems of Teaching and Research in Universities* (Paris: OECD, 1972).

[24] J.R. Vallentyne, 'Limnology and Education in the Next Decade', *Journal of the Fisheries Research Board of Canada* (May 1974).

[25] For further information about the McGill/Concordia course, see D.W. Chambers and John Southin, 'Collaborative Studies in Science and Human Affairs', *University Affairs* (March 1973), pp. 2-3.

[26] John M. Anderson, Presidential Address to the Canadian Society of Zoologists, June 1974.

[27] A.D. Boyd and A.C. Gross, *Education and Jobs*, The Science Council of Canada, Special Study No. 28 (Ottawa, 1973).

[28] This subject is also examined, in a wider context, in the chapter on publishing.

[29] C.T. Bishop, 'Primary Research Journals Published by the National Research Council: Their Role and Future in Canadian Science', National Research Council of Canada *Newsletter*, Vol. 4, No. 3 (1972).

Rank by impact factor, as calculated by the Institute, is based on the average number of citizens per paper published, discounting the effect of a journal's size and frequency of publication. The eight are the *Canadian Journal of Chemistry*, the *Canadian Journal of Physics*, the *Canadian Journal of Biochemistry*, the *Canadian Journal of Botany*, the *Canadian Journal of Microbiology*, the *Canadian Journal of Physiology and Pharmacology*, and the *Canadian Journal of Earth Sciences.*

[30] They are the *Canadian Journal of Psychology*, the *Canadian Journal of Genetics and Cytology*, the *Canadian Anaesthetists' Society Journal*, the *Canadian Journal of Plant Science*, the *Canadian Journal of Mathematics*, the *Canadian Journal of Entomology*, and the *Canadian Medical Association Journal*.

[31] *Canadian Journal of Civil Engineering* Vol. 1, No. 1 (September 1974).

[32] P.D. McTaggart-Cowan.

[33] C.T. Bishop, p.6.

[34] A useful 'Selection of Canadian Achievements in Science and Technology, 1880-1964', prepared by Dr John R. Kohr of the National Research Council of Canada, is contained in the *Canada Yearbook* (Ottawa, 1965), pp. 398-401.

[35] An Act to establish the National Museums of Canada, 1967-68, Section 5 (1).

[36] 'Notes for a Speech to the Institute of Public Administration', the Honourable Jeanne Sauvé, Minister of State for Science and Technology, Ottawa, 21 March 1974.

[37] *NRC University Grants and Scholarships-Program: A Perspective: 1969-1970 to 1974-1975.* (Ottawa: The National Research Council, September 1974).

[38] A study done for the Department of Chemistry at the University of Toronto, for instance, shows that costs for scientific material and equipment in 1974 were 25 per cent to 30 per cent more than in the previous year.

[39] See *News Release*, The Ministry of State for Science and Technology, statement by the Honourable Jeanne Sauvé, Ottawa, 28 February 1974.

[40] A broader discussion of the problems of scholarly communication in Canada, and of their implications for Canadian studies in particular, is contained in the chapter on this subject.

The Canadian Component in Education for the Professions

The Role of the Professions in Meeting the Needs of Canadian Society

THE DEBATE ON WHAT IS THE BEST EDUCATION began well before Plato's discussion of this question some twenty-four hundred years ago and it has, of course, not yet been resolved. However, most educators would agree that the ultimate purpose of education is to foster the ability to think. In a penetrating and provocative address not long ago, Northrop Frye made the point that there is only one real authority in society and that is the authority of logical reasoning, 'the authority of the arts and sciences, . . . uncooked evidence, repeatable experiments, verifiable scholarship, precise and disciplined creative imagination'.[1] In making this point, Professor Frye stressed that liberal education should not be distinguished from professional education. While a distinction of this type, he suggested, may have made sense in terms of the social conditions of a hundred years ago, it no longer makes sense: 'Liberal and professional education are two aspects of the same thing'.

Briefs submitted to the Commission indicate that professional men and women in many fields share this view of education for the professions. They emphasized that responsible graduates in the professions must possess not only the appropriate technical skills and vocational abilities required for their professional work, but also the capacity to adhere to the standards of creative and critical thought set by the arts and sciences. Professional service, it was argued, entails social and moral and intellectual judgement, as well as the application of professional knowledge and skills. Professional education, therefore, should seek to develop the whole person of its students in order to prepare them to take their full place in society. Extending this theme, many briefs suggested that education for the professions must reflect an awareness of the special and distinct conditions of the society in which the role of professional graduates is to be played and their influence felt. Otherwise, the professional cannot make a maximum contribution to that society nor indeed even apply technical and professional training in the most effective manner.

The Commission welcomes this perspective and warmly endorses it. The work of architects, engineers, foresters, lawyers, doctors and other professionals affects virtually every facet of society, from the physical environment to the health and well-being of the population. Professional skills are not exercised in a vacuum; they are applied to specific problems, in a special social setting. Whether in practising such skills professionals contribute responsibly and constructively to society will depend largely upon their knowledge and understanding of that society and their appreciation of its particular problems and requirements. The provision of such knowledge, and the cultivation of such understanding, must therefore be a major component of professional studies.

In his address to the engineering students of the University of Waterloo Professor Fry advised that

> if you are to be responsible engineers, you need a sensitivity to standards of beauty and proportion . . . it is important to know what to conserve as well as what to change . . . If you are to be responsible engineers, you need a sensitivity to history. Part of your education has been technical and professional, but the part that really engages you as a concerned citizen in your society has been a liberal education . . . .

The Commission believes that Professor Frye's remarks are equally applicable to the education of students in other professions. All fields of professional education should blend the learning of technical and occupational skills with a liberal education in order to prepare their graduates to make a full and balanced contribution to their society. To make this contribution, they must know the society and know themselves. In the context of professional education in Canada, this points to the need to place due emphasis upon the Canadian component in such education. In order to be able to make their best contribution, members of the professions in Canada must know this country well – know its institutions, culture, history, and problems – and be prepared to meet its needs and circumstances.

This philosophy holds out promise for Canadian studies in professional education. In this chapter the Commission inquires into the extent to which the promise is fulfilled. The chapter also represents an analysis and synthesis of the views expressed to the Commission by hundreds of individuals and groups representing a cross-section of the professions in Canada. Most of the fields discussed qualify as a profession in the sense that they concern 'an occupational group that has attained a high level of accomplishment in certain criteria, such as the existence of a sophisticated code of ethics, the establishment of a legally sanctioned licensed procedure, and the maintenance of a strong self-regulating association'.[2] In other cases the Commission has used the term *profession* more broadly to include any vocation that requires advanced study in the liberal arts or the sciences and training in a specialized field. What follows is not intended to be a comprehensive study of all professions or even of those specifically considered in the chapter. The Commission merely aims to cite examples of ways in which the educational programmes of a number of the professions are in fact related, or should be related, to Canadian conditions. The importance of this relationship in the training and continuing education of professionals at the post-secondary level is stressed. The Commission hopes that the study will prove helpful both to the ten professions discussed in the chapter and to other professions wishing to review their studies and practices in terms suggested by the *Report*.

Before proceeding to a discussion of individual professions, the Commission wishes to draw attention to a number of general themes developed in many of the briefs that dealt with professional education. Although not always concerned with questions relating solely to Canada, each of these themes may serve to illustrate the point that Canadian needs and circumstances should be considered to an appropriate degree in all fields of professional education in this country.

The first theme concerns the growing importance of continuing education for professionals. Indeed, re-education may not be too strong a term. The information explosion and the rapid rate of technological and social change make it virtually impossible for even highly educated individuals to remain up-to-date for long unless they pursue continuing studies. Professionals must work constantly to keep on top of new knowledge and technical developments in their own field if they are to serve the public with maximum skill and effectiveness. They must also be informed about and be sensitive to changes in society itself, including changes in local values, expectations, needs and resources. To help them with this task many more opportunities are needed for continuing education, or re-education, in every profession. In the case of professionals who received their education in other countries, continuing education arrangements can provide a doubly useful opportunity to study the relationship of their professional knowledge to Canadian needs and conditions. For Canadian-trained and foreign-trained professionals alike, continuing education programmes should provide an opportunity to study and relate their work to the changing character and circumstances of this country.

Some representations to the Commission went so far as to suggest that legislation should be introduced requiring members of certain professions to take 'refresher courses', and to recommend that licences to practise a given profession should be issued only for a limited and specified period of time. Such licences would be renewed only if the professional demonstrated continuing competence. This approach to professional re-education has, for example, recently been recommended by the advisory committee on medical licensure in Saskatchewan and it is under consideration in several other Provinces. The Commission notes, however, that it would be essential to develop reasonable procedures and criteria for measuring competence, as well as extensive programmes of continuing education, before attempting to introduce such a requirement.

For the present, the Commission suggests that, as a minimum measure, universities and professional associations should accept joint responsibility for ensuring that appropriate continuing education courses are made available to professionals on a voluntary basis. Moreover, they should ensure that members of the professions are encouraged and assisted to take such courses. In addition, each profession possessing licensing authority over its members should consider requiring its members to complete successfully from time to time continuing education courses, and perhaps also comprehensive examinations, as a condition for continued professional practice. For this purpose, those professions that have not already done so should establish working committees to examine these and related questions and to recommend appropriate action.

The Commission believes, however, that there is some validity to the criticism that those engaged in teaching are not necessarily those who will be most aware of social changes affecting the needs and conditions of professional practice. Indeed, it can be argued that it is often the educators who are least exposed to changing conditions in their professional field. For example, practising lawyers may well become aware, at first hand, of social-legal problems involving youth and drugs or of changing public attitudes towards the law before these matters have aroused the attention of their colleagues who are engaged in teaching and research at the university. Similarly, doctors in private practice may well become aware sooner then their academic colleagues of changing social conditions or values, for example, in the area of sexual morality, which raise questions for their profession. For these reasons, the Commission suggests that it will often be desirable to make use of practising professionals in programmes of professional education and re-education. For these reasons, too, continuing education for the professions should include professional seminars, conferences, symposia, exchanges, workshops, clinics and periods of applied field work, and should not be confined in any narrow sense to formal classroom experience and to academic examinations.

Finally, on the theme of continuing education, the Commission notes that both educationalists and practising professionals need to devote more study to the problems and challenge of re-education in the professions. For example, almost no effort has yet been made to compare the methods used by each profession to accomplish this common task. Nor have Canadians looked closely enough at the work done and at the experiments undertaken in other countries in the field of continuing education for the professions.[3]

Another general theme developed in many briefs and representations to the Commission concerned the need to give a much higher priority to exposing students, as part of their regular professional training, to some of the actual day-to-day conditions in which they will be working after graduation. How well, in fact, are graduates in the professions being prepared for service in the Canadian community in which most of them will live and practise? Doctors suggested, for example, that some medical schools currently place too much emphasis on the care of acute or catastrophic illness and not nearly enough on familiarizing students with the treatment of many problems they will encounter more frequently in family and community practice. As a former president of the Canadian Medical Association stated:

> There are many problems such as problems in mental health, particularly in children, chronic respiratory disease, alcoholism and so on in which the medical student has not had adequate exposure, and we certainly have neglected the field of geriatrics and rehabilitation. In short, we have not prepared the student for his community job as well as we might.

In a number of fields professional schools do acquaint students with a full range of the problems and conditions they will confront in professional practice after graduation. Moreover, they do so as an integral part of the regular programme of professional studies, not merely during a period of apprenticeship or internship tacked on to the end of these studies. This approach often involves students working for a time in communities with many different types of people and problems. For example, several Canadian law schools have helped with the development of storefront clinics and of other opportunities for students to participate in legal work as an integral part of their formal professional education. Co-operative programmes developed by several universities in such fields as business/management studies and engineering achieve the same goal in a different way.

One factor common to all attempts of this kind to relate professional education more closely to community needs, and to the actual conditions of professional practice, is the expense of carrying them out. Such programmes will frequently require low faculty-student ratios and staff members with some special qualifications to supervise students in these settings. In some instances, when no opportunity for practical or clinical working experience is readily available in a natural environment, it may be necessary for the university to create it and to bear the costs that this entails. In some situations, for example in dentistry, it may be desirable for educational reasons for the university to create its own setting for practical or clinical instruction. One university has found it necessary to apply approximately one-quarter of the formula income received for dental education to create and operate an appropriate clinical environment for training dental students at an early stage in their professional education. The Commission stresses the importance of practical working experience under both natural and clinical conditions in many professional fields, and it urges Governments and private donors to give adequate support to this essential element in education for the professions.

Many representations to the Commission stressed another theme: that some minimum level of proficiency in both of Canada's official languages should be required of all students enrolled in professional programmes. Canada is, in law and in fact, a bilingual country. The professional who is equipped with a working knowledge of the country's two official languages is at a great advantage in seeking employment in Government and in many areas of the private sector. A working knowledge of both our official languages will enable practising professionals to serve the Canadian public more widely and usefully, and to participate more fully in the activities of their professional community. They will be able to share and to benefit more readily from the professional knowledge, research and experience of their colleagues who are working in the official language group. They will be able to contribute more effectively to the common pool of knowledge available for all members of the profession to draw upon in Canada.

Unfortunately, in recent years many professional schools or faculties have abandoned their second language requirement. More serious still, however, is the fact that few professional programmes are providing opportunities or encouragement for their students to develop at least a reading and working knowledge of the country's other official language. While it would not be practical to require all students completing professional studies to be fluently bilingual, the Commission believes that it should be a long-term objective of every profession in Canada to ensure that its members have a working and reading knowledge of both our official languages. To this end, the Commission recommends that the education programmes for every profession in this country include provision for courses that will assist their students to develop a reading and working knowledge of our second official language. Federal and provincial programmes for second language instruction should be broadened and strengthened to support the development of such courses. The definition of a professional person in Canada should before too long include the assumption that such a person is bilingual, at least to the extent of being able to communicate with colleagues in either of our official languages. It is already clear that members of the professions who do not have this facility will be under an increasing handicap in the years ahead.

In regard to languages, the Commission notes the valuable contribution being made by many Canadian professionals who are able to communicate with new Canadians and members of minority groups in their own tongue. This language proficiency makes it possible for these professionals to provide service that might otherwise not be given, or asked, because of problems of communication. Such language skills will also be helpful in maintaining liaison between the professions in Canada and their counterparts in other countries. Programmes of professional education should, therefore, make some provision to recognize and assist the development or maintenance of proficiency in languages other than English and French as a curriculum option.

On another point, many briefs and representations to the Commission drew attention to the extent to which Canada has failed to meet even her own needs for graduates in most professions. Such representations urged that Canada now aim at becoming self-sufficient in the preparation of professional manpower. The Commission believes that this is both a reasonable and a responsible objective at this point in our country's development. Indeed, it is high time for this country, with its wealth of human and economic resources, to become more self-reliant in meeting its own requirements for both teachers and practitioners in every professional field. To meet these needs Canada is robbing other countries, including underdeveloped countries, of large numbers of their skilled professional graduates and of some of their most promising students. Yet, at the same time, many capable young Canadians are being denied an opportunity to obtain a professional education because of our failure to create enough places for them in our professional schools to meet even our own requirements for professional graduates.

The extent to which many of our professional schools draw upon other countries for members of their teaching staff is, in part, a consequence of this situation. It is one indication that we have not provided sufficient opportunities for the education of Canadian graduates in the professions. However, it is also puzzling that in many instances Canadian professional schools are still accommodating large numbers of students and teaching staff from other countries, while rejecting qualified Canadians who wish to pursue professional education or to teach in a professional field.

It is nonsensical that Canada, at this advanced stage in its development, is relying substantially on other countries to meet her needs for qualified graduates in many professional fields. Given our rich human and economic resources, this country should not only be meeting its own requirements, it should also be contributing more fully to the professional needs of less developed countries and to the growing needs of the international community for highly qualified graduates.

The figures indicate clearly how far we are from meeting this obligation to ourselves and to others. In 1974, for example, some 1,256 doctors immigrated to Canada, while only 1,561 doctors graduated from our medical colleges in the 1974-75 academic year. Indeed, for most years during the past decade the number of immigrant physicians has matched or even exceeded the number of graduates from our own medical faculties. Clearly, we have been relying heavily upon the medical colleges of other countries to provide us with a very high proportion of the professionals required to maintain our health services in Canada. Although the figures are not always so striking, it is evident that in nearly every other professional field in Canada we are not yet meeting our national requirements for skilled professional graduates. In each of the ten professional fields discussed in this chapter the need for many more graduates, including many with advanced post-graduate training, is clear. To meet these needs more opportunities must be created to obtain professional education within Canada, particularly in those fields in which we are not yet meeting even our own national requirements for professional graduates.

The fact, and the extent, of our dependence upon the skilled professional graduates of other countries are unmistakable. Yet an examination of the university enrolment statistics in many professional areas does not indicate that realistic steps have been taken to correct this situation. At the undergraduate level, for example, nearly 30 per cent of the students enrolled in education in British Columbia in 1972-73 were non-Canadian. In the same year approximately a fifth of the students taking a bachelor's degree in engineering in Ontario and Quebec were non-Canadian, as were over 15 per cent in the Prairie Provinces and in British Columbia. In forestry approximately 10 per cent of the undergraduate enrolment was non-Canadian. In architecture the non-Canadian undergraduate enrolment exceeded 10 per cent in every region of the country. In agriculture nearly 15 per cent of the undergraduates in Quebec were non-Canadian. In medicine the undergraduate non-Canadian enrolment was over 13 per cent in Ontario and exceeded 16 per cent in British Columbia. By way of comparison, the non-American undergraduate enrolment in medicine at universities in the United States is less than 2 per cent. Yet in 1974-75 the non-Canadian freshman enrolment in medicine in Ontario had risen to 15.8 per cent and at one university was more than 25 per cent.

At the master's level, barely half of the engineering students in Canada in 1972-73 were Canadian, and in two regions (the Atlantic Provinces and Ontario) the percentage of Canadian students was well below half. In architecture well over half the students enrolled in a master's programme in 1972-73 were non-Canadien (only 25 per cent were Canadian in Ontario, only 33 per cent in British Columbia, and 53 per cent in Quebec). Less than two-thirds of the law students at the master's level in Ontario in 1972-73 were Canadian and less than half were Canadian in the Prairie Provinces. In agriculture 19 per cent of the students were non-Canadian in Quebec, 37 per cent in Ontario, 30 per cent in the Prairie Provinces and 34 per cent in British Columbia. In business administration the non-Canadian enrolment exceeded 20 per cent in every region except the Atlantic Provinces. In the Prairie Provinces and British Columbia it exceeded 30 per cent. In forestry the non-Canadian enrolment was over 63 per cent in British Columbia, approximately 40 per cent in the Atlantic Provinces and over 38 per cent in Ontario. In physical education 20 per cent or more of the students in both Quebec and the Prairie Provinces were non-Canadian.

At the doctoral level only 18.9 per cent of engineering students in the Atlantic Provinces in 1972-73 were Canadian, and only 26.4 per cent in Quebec, 32.9 per cent in Ontario, 28.6 per cent in the Prairie Provinces and 44.3 per cent in British Columbia. Thus, Canadian students did not comprise even 50 per cent of the enrolment in engineering at the doctoral level in any region of Canada. In agriculture in the same year less than 50 per cent (47.1) of doctoral students were Canadian in Quebec, and less than 40 per cent (38.5) in Ontario. Only 53.8 per cent were Canadian in the Prairie Provinces and 64.1 per cent in British Columbia. In business administration the non-Canadian enrolment exceeded 20 per cent in Quebec and Ontario and was more than 50 per cent in British Columbia. In forestry non-Canadians comprised 27.3 per cent of the enrolment in Quebec, 50 per cent in Ontario and 78.3 per cent in British Columbia. In medicine the non-Canadian enrolment ranged from approximately 20 per cent in Quebec to over 30 per cent in the Prairies, over 40 per cent in British Columbia and over 50 per cent in Ontario.

Over one-quarter (27.9 per cent) of the full-time teaching staff in the field of commerce and business administration at Canadian universities in 1973-74 were non-Canadian. In the Western Provinces (including British Columbia) the proportion was almost 50 per cent or only one Canadian for every non-Canadian. In the same year nearly one-quarter of the teaching staff in law at Canadian universities were non-Canadian. In the Atlantic Provinces the proportion of non-Canadians was almost one-third, and in the Western Provinces it was more than one-third. In agriculture the proportion of non-Canadians on the full-time teaching faculty at Canadian universities was one-fifth, and in engineering the proportion was nearly 30 per cent.

Similar statistics for both students and teaching staff could be cited for many other professions.[4] The Commission believes strongly that Canada owes it to herself and to others to become more self-reliant and self-sufficient in meeting at least her own requirements for graduates in the professions.

Most briefs and representations received by the Commission on the subject of professional education noted the need for the curriculum to devote sufficient attention to Canadian content. It was argued that Canadian content should be strengthened in two ways. First, more attention should be paid to the Canadian context within which the profession is being taught, so that graduates will have a better knowledge of the institutions, culture and circumstances of the society in which they will live and practise. Second, more attention should be paid in the curriculum to those aspects of the profession itself that may have some particular interest or relevance for Canadians, for example, in architecture and engineering to the specific climatic and environmental conditions of this country, in medicine to the health problems of the North and of the native peoples, in agriculture to the problems of marketing and to studies of the costs and benefits of alternative land uses, and in business and management studies to the problems of small business in Canada.

The Commission agrees with those who have made this point and believes that it would be desirable to give more attention to both the Canadian context and the Canadian content of professional education. More opportunities should be provided for students in professional programmes to study those aspects of their profession that may have some particular relevance to the needs and problems of this country. Further, programmes of professional education should include substantive courses in Canadian studies that will provide their students with an effective working knowledge of the character, institutions and history of this country and of its major social, cultural and economic problems. On both these counts graduates in the professions will benefit both themselves and others through a fuller knowledge and understanding of the community they are to serve.

Related to the question of Canadian content in the curriculum, many submissions to the Commission pointed to the need for more textbooks and scholarly publications dealing with Canadian concerns or with subject matter from a Canadian point of view. The Commission's inquiries indicated the need in many programmes of professional education for more publications covering Canadian concerns or having a Canadian orientation. While this question is discussed in the present chapter, it is explored more fully in the chapters of the Commission's *Report* on publishing and on science and technology.

Ultimately, the scope and quality both of scholarly publishing and of the undergraduate curriculum depend upon the scope and quality of graduate studies and research. In every field of professional activity in Canada far more attention and support must be devoted to graduate studies and research. In many professions it is a matter of urgency that graduate programmes and research activity be initiated or expanded. Until this is done, there is no prospect that this country's need for highly qualified professionals can be met or that many of our major problems can be tackled with some real chance of success. As one commentator has noted:

> The Canadian university has been far slower than the American to respond to the obligations of the university to train students at advanced level, to undertake systematic research, and to relate knowledge to the needs of society . . . . Especially since the end of the second world war the American universities have addressed themselves systematically and adventurously to research, and in this they have received support on a mounting scale from the federal government. The professional schools . . . have been towering bridges between the academic world and the world of affairs.[5]

It is time for the professional schools to assume more of the responsibilities of this role in Canada. Indeed, it is time for the professions to assume their larger responsibilities in our national life. Professional skills are needed to achieve social and economic progress. They can often provide the key to success in planning programmes for national development. However, knowledge in one professional field by itself will often be less productive than when it is combined with the special knowledge which can be contributed by other professions and by non-professionals. In dealing with broad national problems – environmental pollution, poverty, health delivery systems, growth and population, energy, criminology and rehabilitation, for example – the specialist has an indispensable contribution to make, but this contribution will not by itself be enough to resolve these problems, which have complex and multiple inter-relationships. Professionals must join with other professionals and with non-professionals in a partnership to tackle the larger problems of our society. Some of these problems, which have been for so long intransigent, might respond to a cross-professional, cross-disciplinary approach. We need to call upon the totality of our human resources to identify and resolve our national problems, and to develop constructive national policies. The professions have a large and important part to play in this challenging task.

If, as has been argued, 'the motivation of the true professional can only be to advance his skills and competence in the service of society',[6] there should be no hesitation on the part of the professions and of the professional schools in responding to this challenge. Indeed, it can be argued that professional status confers a responsibility upon those who hold it to give first priority to serving the public interest. Unfortunately, as another observer has noted, 'there seems to be little evidence to support the idea that such a service orientation is primary . . . professions for reasons associated with their special status have frequently shown a disturbing blindness to the public interest'.[7] According to the report of the Castonguay Commission, applications for incorporation as a profession are often 'inspired more by the desire to protect members of the profession than by a preoccupation with the public interest'.[8] The inquiries of other commissions in recent years, in the United States, in Britain and western Europe and in Canada, have led to similar conclusions. There are simply too many examples of 'a profession deluding itself into believing that the public interest is being served when in fact the profession's policy represents a myopic approach to self-interest'.[9] Such criticisms cannot be ignored. An important part of the answer will be provided when programmes of professional education prepare their graduates more effectively to meet the needs of the society in which they will work and live.

Agriculture and Veterinary Medicine

Significant changes are taking place in rural areas all across Canada as many farmers move into cities, and conversely, many urban people establish residence in the country. Thus, what were once considered to be 'rural problems' are now being recognized as the problems of Canadian society as a whole. The 'back to the land' philosophy of many of our young people, the demand for recreational facilities, the need to make good use of plants in the urban environment – all these developments, coupled with the fundamental concern to make available an economical supply of food, have created an upsurge of interest in agricultural questions touching every thoughtful Canadian. This, in turn, has placed new or enlarged demands upon the institutions providing professional education to meet the needs in this important area of our national life.

Such an interest in agriculture is well placed. Agriculture has been, and continues to be, an enormously important factor in the life and development of Canada. The largest industry in the Canadian economy, the agriculture and food industry is vital to the health and well-being of every Canadian. A brief to the Commission from the deans of agriculture was perhaps not overstating the case when it argued that, 'if agriculture fails, there is little point in other Canadian studies'.[10] Post-secondary education in agriculture and in the allied field of veterinary medicine, therefore, require serious consideration in any examination of the state of Canadian studies. Moreover, it is particularly appropriate that agriculture and veterinary medicine should be included in the purview of a Commission on Canadian Studies because their university educational programmes are almost entirely designed to meet a Canadian need. Canadian agriculture is distinctive in many of its characteristics and also because of the key role it plays in the life and economy of this country.

The interest in, and the importance of, post-secondary agricultural education is indicated by increased enrolment in recent years at all of the eight faculties and colleges of agriculture across Canada. These are the Nova Scotia Agricultural College at Truro, the Faculty of Agriculture and Food Sciences of Université Laval, the Faculty of Agriculture at Macdonald College of McGill University, the Ontario Agricultural College of the University of Guelph, the Faculty of Agriculture of the University of Manitoba, the College of Agriculture of the University of Saskatchewan, the Faculty of

Agriculture and Forestry of the University of Alberta and the Faculty of Agricultural Sciences of the University of British Columbia. The total enrolment at these institutions jumped 29 per cent from 1972-73 to 1973-74 (from 5,091 to 6,579), a much greater increase than in most fields of university study. This total rose again in 1974-75, which was the fourth successive year of marked increases in the number of students coming into post-secondary agricultural programmes.

The number of applications has arisen for every aspect of post-secondary agricultural education, including bachelor degree programmes, diploma courses, continuing education programmes and graduate work at both the master's degree and doctoral levels. Despite some notable increase in the numbers of students accepted, it has not been possible for the institutions concerned to keep up with either the demands for admission from qualified applicants or the demands of our society for graduates in this field. The interest in agricultural studies has been so great, indeed, that entrance standards for this profession may have to be raised above the normal university and college admission requirements; the limitations imposed by existing physical facilities and by current levels of budgeting will not allow for much more expansion in enrolment.

A similar situation is found in the field of veterinary medicine, which is offered at three Canadian universities, the Université de Montréal, the University of Guelph and the University of Saskatchewan. Enrolment in veterinary medicine at Guelph, for example, has increased by 50 per cent in the past two years and similar increases have been experienced or are projected at both Montréal and Saskatchewan. Clearly, many young Canadians wish to have careers in this profession, but the three existing veterinary colleges cannot cope with the numbers of aspiring students and now turn away many well-qualified applicants for lack of places. For instance, the four Atlantic Provinces, which do not have a veterinary school of their own, are rarely permitted to place more than six students a year at the Ontario Veterinary College at the University of Guelph, the only English-speaking veterinary school in eastern Canada. Guelph has about six applicants for every available place and now refuses to admit non-Canadian students, apart from one or two each year coming to Canada under the sponsorship of the Canadian International Development Agency (CIDA).

Yet, in both agriculture and veterinary medicine there are acute shortages in Canada of professionally trained men and women for specialized posts in Government and industry. In certain fields the shortage is so critical that Government agencies are having to hire a significant proportion of their professional staff outside Canada. At present Agriculture Canada is sponsoring a number of professional employees in full-time studies at foreign graduate schools. While this may be commendable in terms of promoting Canadian participation in international scholarship, every Canadian should be embarrassed that we are relying on foreign schools to train a significant proportion of the country's highly qualified personnel in agriculture and veterinary medicine – two fields of education in which, given our natural and human resources, we should be providing world leadership rather than imposing upon others.

A brief to the Commission from the Ontario Veterinary College indicates that there is 'a current and immediate shortage' of 800 veterinarians in Canada. The Honourable Eugene Whelan, Federal Minister of Agriculture, estimated last year that Canada needs more than 260 graduates a year in veterinary medicine but that the average graduating class today is only 135. The colleges, he noted, receive an average of 950 applications every year from students who have met all the entry requirements.[10] Recognizing that the bottleneck is in the number and size of veterinary colleges, the Federal Government has now agreed to provide money to help the Provinces to build at least some of the additional facilities that are so urgently required. The Commission welcomes this decision and urges prompt action, particularly in meeting the need for such facilities in the Atlantic Provinces.

Although such initiatives will be costly, the need for them is great. The shortage of livestock veterinarians is a national problem for which every Canadian is ultimately paying in increased meat prices. In addition to supplying the manpower necessary to provide animal health services in Canada, veterinary medicine provides many of the qualified personnel needed by Government departments to inspect meat and canned foods before these reach the consumer market. In recent years public health measures involving research and practice in veterinary medicine have been responsible for virtually eliminating certain diseases, such as tuberculosis and brucellosis, from the cattle population in Canada. The human and material benefits of such work are immeasurable. Canada, therefore, can ill afford not to look after her own manpower needs in veterinary medicine.

The urgent need for rational reforms in the professional support system for agriculture in Canada has prompted the deans at all eleven faculties of agriculture and veterinary medicine in Canada to issue a broad-ranging *National Statement*. In this statement, the deans pointed out that

> the faculties find themselves chronically underfinanced despite widespread government and public lip-service to the essential importance of food production and the need to apply education and research to its increase. They lack funds for current activities other than teaching students; they do not have enough staff to achieve appropriately small class-sizes; and they have neither the time nor the money to undertake research that is needed and of which they are capable. As a result, the 11 Faculties of Agriculture and Veterinary Medicine are intellectual resources that are being exploited to only a fraction of their potential.[11]

According to the *National Statement*, areas of underdeveloped potential, besides research, include continuing education services for Canadian farmers and food industry professionals, and community service on a local, regional, national and international scale.

A searching examination of the specific problems of science in agriculture was presented to the Federal Government and to the public some four years ago in two publications of the Science Council of Canada: *Agricultural Science in Canada*, Special Study No. 10, 1970, and *Two Blades of Grass: The Challenge Facing Agriculture*, Report No. 12, 1971. Both documents identified lack of co-ordination of research, particularly between the Federal Government and the universities, as a fundamental weakness of the whole system. The Science Council proposed effective national co-ordination of research by means of a representative Agricultural Research Co-ordinating Council, with significant budgetary powers. The deans of agriculture and veterinary medicine also concluded that lack of research co-ordination continues to be a major problem in their professional fields. In the light of these findings, the Commission welcomes the recent formation of the Canadian Agricultural Research Council to advise the Federal Government on agricultural research. It notes, however, that effective co-ordination of research, involving the universities, Government and producers, will require realistic financial backing by Federal and Provincial Governments.

The Commission's own research and inquiries indicated that the faculties of agriculture and veterinary medicine must be strengthened as a first step towards the Canada-wide agricultural strategy called for in the *National Statement*. The problem, essentially, is that Canadian agricultural and veterinary schools have been denied the resources necessary to allow them to keep up with Canadian needs. This is especially true in the field of research. By far the largest research agency in Canadian agriculture is the Federal Department of Agriculture (Agriculture Canada). In 1972-73 this Department spent $90 million on research and development alone. By contrast, the total funding of the eleven faculties of agriculture and veterinary medicine across Canada in the same year was not even $50 million, only $15.5 million of which was for research. As the deans noted in their *National Statement*:

> Research resources of Agriculture Canada have grown to their current levels at a rate of 9% per year over the past decade . . . while the Department's research grants to the faculties have fluctuated around 1% of its in-house research budget over the past decade and as a proportion over the past five years have actually been declining.

The deans also pointed out that, to date, despite the 'make-or-buy' national policy promulgated in 1972, under which Federal Government departments were directed to contract out their research requirements where possible, Agriculture Canada remains the only Department which spends about 99 per cent of its research budget in-house. Provincial Governments provided twice as large a share of the research funds of the eleven faculties in 1972-73 as did the Federal Government. Of the federal contribution to faculty research resources, only a sixth came from Agriculture Canada. The National Research Council provided nearly four times as much. The Commission shares the view of the deans that research in their faculties is grossly undersupported and that lack of adequate federal funding seriously restricts their ability to contribute in proper measure to the Canadian agricultural research effort. 'The present level of funding,' the deans suggested, 'barely enables research to continue at a status quo level and is inadequate to maintain a significantly high level of graduate student activity and staff participation in both scholarly and productivity-oriented research tasks.' They argue convincingly that a significant increase in federal research allocations to the faculties, in addition to encouraging more research, would have a 'multiplier effect' on all activities in faculties of agriculture and veterinary medicine by strengthening their capacities to provide useful action in spheres other than those of research alone. For example, more funds for research would enable the faculties to expand their graduate work and to train more of the students who are needed to fill positions in these professions.

The Commission's inquiries revealed the need to initiate or expand research in a wide range of subjects relating to the specific problems and opportunities that confront agriculture in this country. These include agricultural business and farm management, food science and technology, rural development, urban needs, environmental conditions and quality control, land and water use, and many aspects of horticulture. In these fields, and many others, more graduates and more research and development are required, as well as expanded programmes of instruction at the undergraduate and diploma levels.

There is a particular need for more post-graduate students to meet future demands for research scientists and teachers. Universities, Government departments, research centres and private industry all stressed to the Commission, for example, the present shortage of graduates and of teaching staff who understand even the fundamentals of policy analysis, agri-business marketing or farm management in Canada. The failure of business schools and economics departments to relate their work to agriculture was frequently mentioned as one of the reasons for this situation. The Commission's inquiries did indeed indicate a considerable disinclination on the part of some business schools and economics departments to deal in any meaningful way with agricultural issues, despite the key role played by agriculture in the economic and business activity of this country. The most charitable description of this attitude is academic snobbery.

The multidisciplinary nature of agricultural faculties makes them well suited for research on many problems of national scope. But, again, lack of funds retards their progress in many areas requiring immediate action. For example, there is a paucity of knowledge about the cost and benefits of alternative land uses, such as farming, forestry and recreation, or about how the relative value of these different land uses may be changing. More research is also needed to develop plant species optimally suited to marginal lands and to varying climatic conditions. Too little is known about the efficiency of various feeding methods. There is a backlog of research needed into animal health and related productivity. The potential of animals for converting wastes into high quality protein requires more intensive research. Research into the efficient use of energy in farming demands much more attention, as do socio-economic studies relating to the movement of townspeople to rural areas and to the protection of the values of the rural lifestyle while encouraging such movement. More attention must also be given to meat research, including research into the size, location and distribution of packing plants, research to develop better technology in meat processing, packaging and quality, and consumer studies.

Substantially more research is required to guide the formulation of public policy in many areas of agriculture that are of broad importance to our national life. Among them are: alternatives for the redevelopment of rural Canada; the impact of evolving federal and provincial legislation on the agricultural and food economy; food retailing and distribution systems in the 1970s and 1980s; the multinational firm and the Canadian agriculture and food system; and the instability of agricultural incomes and inflation.

Existing funding policies, the Commission heard repeatedly, do not take into account adequately the higher than average costs of doing agricultural research and educating agricultural students compared with costs associated with many other professional or scientific fields. The care and maintenance of domestic animals, large greenhouses, growth-room facilities, and field laboratories are especially expensive operations. The Commission urges Governments to recognize these extra costs so that the high quality of teaching and research in agriculture and veterinary medicine can be ensured.

Needed, too, is more support for writing and publication by Canadians in the field of agricultural and veterinary medicine. Numerous areas of agricultural studies lack Canadian textbooks illustrating and dealing with the specific and distinctive problems of our own country. In many cases the textbooks in use are American. Understandably, these have been written with the circumstances and needs of American agriculture in mind and they are oriented to the concerns of agriculture in the United States, which are often different in substance or emphasis from those of Canada. The Canadian reading material currently available often consists largely of widely dispersed reports and research papers. A brief to the Commission from the Agricultural Economics Research Council pointed out that

> despite the uniqueness of Canada's agricultural marketing institutions and despite her unique agricultural problems, there is no comprehensive book or study that has been carried out suitable for educational purposes at either the graduate or undergraduate level. The same is true of rural society and rural development. Despite the importance of wheat and grains in Canada, there is not one grain-marketing course offered by universities in Canada. There is no Canadian Food Service manual available for home economists to study if interested in institutional management, so how do they learn the fundamentals relating to the procurement of meat under our unique grading system?

Other briefs and representations to the Commission urged the need for textbooks and other published material relating more directly to Canadian circumstances in agriculture in such fields as engineering, economics, transportation, rural sociology, taxation, history and political institutions. Teaching materials and funds are also needed to support a more extensive programme of continuing education in both agriculture and veterinary medicine.

The Commission concurs in the view expressed to it by the Agricultural Institue of Canada that 'textbooks, research and hence teaching need to be improved immediately in many areas of agricultural education to fit Canadian requirements'. Agriculture and veterinary medicine need and deserve increased support to meet the demands that are being placed upon them. The problems with which these professions must deal are matters of vital concern to every Canadian.

Architecture and Environmental Design

There are over thirteen hundred private architectural firms in Canada. In addition to those in private professional practice, many architects are employed by various levels and agencies of Government and by corporations other than architectural firms. Others are engaged in teaching, research and consulting. All told, there are now nearly four thousand registered architects in Canada. This country has thus produced, or attracted, a large number of architects, including many of outstanding talent. Yet representations to the Commission have argued that Canadian architecture on the whole lacks sensitivity to unique or distinctive Canadian circumstances, including landforms, climate, available materials, regional differences, political structure, economy, culture and tradition. There are clearly great differences of opinion about how well architecture in Canada is integrated both physically and historically with its environment.

There are sharp differences of opinion, too, about how well schools and faculties of architecture in Canada are preparing their students to work with the particular circumstances of this country and to meet the particular needs of our society. The extent of the critical comment to be heard on this subject suggests that it would be timely for those responsible for education in architecture to undertake a careful review of curriculum to ensure that adequate attention is being devoted to preparing their students to deal effectively with the practical Canadian dimensions of their profession. Such a review should consider many questions. For example, is sufficient attention being given to the particular problems posed for architecture in this country by climate and geography? by our northern frontiers? by our distinctive cultural heritage? Geology is perhaps the main determinant of both our natural and our developed environment, yet geological studies are omitted from the curriculum of almost every school of architecture in Canada. Why is this so, and should it be so? Do Canadian architects have a sufficient grounding in Canadian social sciences to assist them in designing buildings that will augment and improve the best features of our social structure? Is it possible that some architectural techniques may shield us too well against the stresses of our climatic environment, screening out some conditions that have in the past been stimulants toward better physical and emotional health? Is there sufficient study of Canadian motivational psychology in conjunction with architecture to assist in the planning and design of stimulating and supportive buildings and the creation of congenial environments for work?

These, and many other questions, point to the need not only for a curriculum review in architecture but also for a much more significant and extensive research programme and for more graduate work. They point, as well, to the need for more transdisciplinary work in architecture which will put an end to its isolation from the social, environmental and engineering sciences.

Briefs and representations to the Commission expressed concern that architecture is being taught as though graduates will live and work in a cultural vacuum, dealing only with abstract theory and principles, with little regard to how these might relate to the realities of the particular society and conditions within which the graduates will practise their profession. In part this was attributed to the internationalist influence in Canadian education for architects. Most teachers of architecture in Canada are post-graduates of universities in the United States and elsewhere who, it was argued, tend to impart to Canadian students a bias in favour of the internationalist approach to design often favoured at such universities and a deprecating view of their own architectural heritage. Many teachers in this category view design as a discipline possessing its own internal logic, separated from its particular physical and cultural setting. This philosophy of architecture was expressed succinctly by one well-known architect when asked what factors he would take into consideration for the design of a building in Winnipeg as opposed to one in Miami. He replied, 'I would consider the proportions'.

The adverse consequences of this orientation towards the internationalist approach to design are compounded by another factor. when not relying on abstract design, many Canadian architects tend to rely upon designs created with the physical and cultural environments of other countries in mind. For instance, one dean acknowledged to the Commission that in seeking staff in the field of landscape architecture, 'we feel inclined not to look in Canada, but in countries such as Sweden and Finland'. Other submissions to the Commission dwelt upon the extent to which the profession has imported concepts and designs ill-suited to the circumstances of this country. Examples were frequently cited of poor adaptations of buildings designed for California or Washington being plunked down in Toronto or on the Canadian prairies with predictable and unfortunate results. It is, of course, healthy and essential for Canadians to look outwards to other countries and other cultures for ideas and techniques. But perhaps the most useful lesson to be learned at this point from some of the architects of other countries is the creative value of the profound sense of the importance of the specific physical and cultural milieu that they bring to their work.

This is not to suggest that schools of architecture by themselves are responsible for the style and quality of architecture in Canada. In many parts of Canada, economic conditions and adverse building conditions have a strong impact. So do the expectations and habits of mind of the corporations, institutions and individuals that commission the buildings. Federal and Provincial Government building standards also exercise a strong influence. As one brief put it, 'zoning and by-law codes and regulations practically pre-determine what can be built to a rubber stamp formula. There is a fixed 'optimum solution' that fits the codes and that works economically and that therefore quite naturally gets repeated time after time'. None the less, schools of architecture do influence substantially the degree to which our architecture reflects an awareness of Canadian needs in both functional and aesthetic terms.

One Canadian architect illustrated how he tries to relate his designs to their physical setting:

> Most of my buildings are white or light in colour (because of) the long autumn and spring, and in Eastern Canada the blue-grey to grey sky, the brown to grey landscape require an element of sparkling contrast in the otherwise sombre atmosphere. In winter, when the snow arrives, only white can settle a house so completely into its environment. What elsewhere is rationalized as a device for setting a building apart from nature in Canada becomes the means of integration.[12]

The Commission believes that all parts of the man-made environment in Canada – housing, urban development, transport systems and recreation areas, to name but a few – should be designed in the context of Canadian conditions. A brief to the Commission from the National Design Council noted, however, that the design of most of our built environment is 'with few exceptions patterned after foreign concepts'. The Commission acknowledges the valuable work of the National Design Council in encouraging students of architecture, engineering, industrial design, urban planning and similar professional fields to relate their creative skills to the Canadian milieu.

Another view frequently expressed to the Commission in briefs and at public hearings is that faculties and schools of architecture in Canada must take a greater interest in the history of Canadian architecture, in restoration architecture and in research and writing relating to the architectural history of Canada. The Commission warmly concurs with this opinion. In recent years Canadians have witnessed, and tolerated, the thoughtless destruction in many cities of what little architectural heritage we have in pursuit of so-called urban renewal which has often proven to be simply an extension of urban blight. Innumerable buildings of significance to our aesthetic and historical heritage have been bulldozed away with little regard to or understanding of, their value as a part of every Canadian's patrimony. Our society is left the poorer by this undiscriminating destruction of the public inheritance.

More attention to teaching, research and writing about architectural history and conservation are required, not only because of the intrinsic scholarly value of such activities but also because more work in these areas would help to retard this destructive process and, better still, to turn it into constructive channels. As noted elsewhere in the Commission's *Report*, Heritage Canada is working with some two hundred large and small voluntary organizations across the country to help Canadians become more conscious of the value of heritage conservation.[13] The director of Heritage Canada described one of the problems of conservation in a brief to the Commission:

> The serious shortage in Canada of restoration architects and possibly certain allied professionals is one cause of unnecessary loss of so much of our visible heritage. We have known developers whose minds would be open to the possibility of restoring an important building to a condition where it might be commercially viable and making it a lasting contribution to the quality of life in the community. However, possibilities of this kind are far too often dampened when the only advice available to the owner comes from people whose sole experience is in the mass production of buildings of crashing mediocrity.

The Commission believes that this problem could be alleviated if schools of architecture and related institutions provided students with more opportunities to become interested and skilled in preserving Canada's building heritage. Many European universities offer specialized university options directed towards the training of restoration architects. No such specialist option is available at any university in Canada. The Commission strongly urges Canadian schools of architecture to correct this lamentable deficiency. Courses on Canadian architectural history should also be available in the humanities and social sciences curriculum of at least one or two universities in each region of Canada. A recent survey indicates that no more than five universities are currently teaching a course devoted to architecture in Canada. In fact, most institutions of higher learning in this country do not offer any course at all on the history of architecture, let alone on the history of Canadian architecture.

A report prepared for the Commission on the study of architecture in Canada as undertaken by the Canadian schools of architecture noted the following facts: of the ten schools and faculties of architecture in Canada only half were offering courses in the history of Canadian architecture in the 1974-1975 academic year; less than half were engaged in projects for analysing, sketching or measuring Canadian buildings; less than half had collections of architectural drawings of Canadian buildings; only one had a collection of photographs of Canadian buildings; none had collections of biographical material about Canadian architects. It is not surprising that the report concluded that 'basic courses in the history of architecture in Canada are not generally considered essential in Canadian schools. Interest in this subject has had to depend upon the enthusiasm of individual staff members'.

In addition to the coming into operation of Heritage Canada in 1974, the Commission notes with pleasure two other developments in the same year, which should bring welcome support to the study and conservation of our architectural heritage: the incorporation of the Society for the Study of Architecture in Canada and the incorporation of the Association for Preservation Technology. Prior to the formation of the Society for the Study of Architecture in Canada, individuals studying Canadian architecture had no national organization through which they could share their particular interest. While there were groups involved in creating, preserving and restoring architecture, albeit often on a limited and fragmented basis, there was no nation-wide group studying Canadian architecture and the architects that created it. The founders of the Society were only too right in their assessment that 'architecture is the unknown art in Canada'. A non-profit, educational, charitable and broadly based organization, the Society seeks to encourage the evaluation, interpretation and maintenance of our resources in architecture in its broadest sense. The Commission welcomes the establishment of the Society and encourages the public to support its work generously.

The Commission also commends the work of the Association for Preservation Technology. First organized in 1968 and formally incorporated in 1974, the Association is a joint Canadian-American organization of professional preservationists, restoration architects, furnishing consultants, museum curators, architectural educators, archaeologists, craftsmen and other persons directly or indirectly involved in preservation activities. The Association is an interdisciplinary, technically oriented body that provides a useful forum for those who wish to promote the quality of professional practice in the field of historic preservation in North America.

Appropriate courses in the university curriculum and the work of such bodies as the Society for the Study of Architecture in Canada and the Association for Preservation Technology should help to stimulate scholarly research and writing in restoration architecture and in Canadian architectural history in faculties of architecture and related departments. Research and writing in these fields will not thrive, however, until funding agencies support them more generously than they have done in the past and until appropriate opportunities to publish are created. At present there are only very limited opportunities for scholarly publishing in the fields of architecture and building science in Canada. A brief from one university teacher of environmental design echoed the concern of many other briefs in suggesting that

> while much of what is written in foreign journals [about architecture and building design] is relevant (or applicable) to Canadian problems and practice, a great deal of it is not. Further, these models encourage us to approach Canadian studies and issues in ways which may often not be productive or appropriate for Canadian society.

There is a Canadian architectural tradition, emerging from the distinctive circumstances of this country, which is valid and worthwhile. We need to study, to conserve and to develop it.

Business Management Studies

In terms of the number of people involved business and management education is but a small part of university education.[14] Yet, in many practical ways, business education has an importance in all advanced industrial societies far greater than the size of its faculties. Managers and other economic decision-makers play a key role in such societies. This is particularly true of Canada, for there is no other country in the world (including the United States) where business has occupied a more central role in national development. Consequently, a realistic knowledge of the history and processes of business and management in Canada is indispensable to an understanding of this country. It is also essential that business and management education programmes be related effectively to the distinctive needs and circumstances of the Canadian commercial environment, and indeed to those of Canadian society as a whole. In this light, business and management education is a key area for Canadian studies and one which has, or should have, a great deal to tell us about the past, present and possible future of our country.

Despite the important role played by business in the development of Canada, business education has a relatively short history in this country. In fact, few of the other major areas of our national life have received so little detailed study. Moreover, there are few major areas of Canadian life that until recently have had so little attention devoted to educational programmes to prepare graduates to participate in them. Indeed, business education was neglected at all but a few universities in Canada until the 1960s.

In contrast, business education in the United States has long been an important area of study. The Harvard Business School, for example, was founded in 1908. Since then, almost every major American university has developed graduate and undergraduate programmes in business education or management studies, to the point where there are now more than seventy-five thousand undergraduate business degree students in the United States.[15] In contrast to the 350 doctoral students graduating annually in business and management studies from American universities, only two PhD's had been awarded in this field by Canadian universities up to 1969.[16] As a result, Canada had never prepared a highly skilled management group with advanced education to meet its responsibilities, and business and management education in this country had been essentially the product of trial and error. No doubt the country has paid a high price for this neglect. While the situation is improving, there is still a long way to be travelled.

The shortage of qualified Canadian graduates had another effect: it forced business schools in this country to go outside Canada to recruit faculty in large numbers. Since student enrolment in business studies has increased sharply in recent years and future enrolment can be expected to continue to increase steadily, the need for additional faculty will persist. Some of the implications of this situation were described succinctly in a brief to the Commission from the dean of one of Canada's largest business schools: 'We continue to hire top-flight Americans only because we feel their help is essential in developing our Ph.D. programmes and thereby acquiring the ability to graduate first-class Canadian-born and educated students who will begin to fill the gaps in Canadian business education'.

In briefs to the Commission a number of teachers of business studies suggested, however, that heavy reliance on foreign faculty has adversely affected the development of Canadian studies in their field. They tend to confirm the findings of Dr Max von Zur-Muehlen in his study *Business Education and Faculty at Canadian Universities*.[17] Dr von Zur-Meuhlen concluded that the presence of a very high proportion of Americans in Canadian business faculties has injected into business studies a strong bias in favour of American principles and practices. In one sense this has been an advantage, since American techniques and practices, particularly in the quantitative applications, have often been much more advanced than Canadian standards or developments. However, it has also meant that the curricula of Canadian business schools have been substantially shaped by those of business schools in the United States without due regard to whether such orientation and subject matter are appropriate to Canadian needs. To a large extent, business and management have been studied and taught in Canada as though the values and conditions of our own particular society were irrelevant.

A further problem that appears to have resulted from this situation is the relative neglect of writing and research of special relevance to Canada in the business and management field. Consequently, Canadian business schools still depend a great deal on foreign, and particularly American, cases and readings. In correspondence with the Commission, several deans of schools of business studies expressed concern about the lack of research, of textbooks and of scholarly publications dealing with Canadian topics and situations. In a brief a former dean of one of Canada's largest business schools observed:

> We know practically nothing about the origins of business activity in Canada, and, in terms of case work, very little has been done about the impact of the social structure in Canada. I, of course, am not thinking about the sort of thing that Innis did but rather about the "Family Compact" type of approach to business . . . . For many years, nepotism in management in Canada abounded and the interlocking of directorships has been enormous. Is this one of the reasons why productivity in Canadian enterprise has been lower than that of many other countries? What has been the impact of the American subsidiary in terms of its effect on Canadian management? Did the movement of Sears into Canada change the pattern of Canadian retailing in any respect? In other words, the question of social structure, economic policy and management has never been explored. I can think of no area where there is need for more work.

Another dean was concerned about the lack of research in Canada regarding 'the reasons people behave or perform in certain ways in the environment we call work'. For the greatest part, he said, most of the research in this area has been done in other countries, and the results have been used here on the assumption that they were valid in the Canadian milieu. 'But the fact is, there are enough differences in the make-up, attitudes and culture of the Canadian people to warrant Canadian research.'

According to another brief, research relating to Canadian business ideology and to management of Canadian multi-national firms is, with a few notable exceptions, practically non-existent; and in the area of foreign investment in Canada much of the best work has been done in foreign schools – 'a record that is hardly commendable by any standard'.

A brief from a past president of the Canadian Association of Administrative Sciences noted that Canada is 'basically a country of small businessmen', yet there has been a deficiency of thorough studies of small Canadian business firms.

> . . . in the 1970's, some 289,000 new jobs [will] be needed every year to employ the yearly increase in Canada's labour force. In my opinion these jobs have to be provided mainly by the smaller business firms if the economy is going to grow. Furthermore, most of these jobs have to come from firms involved in export trade because the domestic market is shrinking due to increased foreign competition. This requires the development of an industrial strategy which would create an appropriate export climate for Canadians firms. It is also significant that an average of some 50 firms fail each week. In view of the foregoing, I believe that there is a great need to study in depth business firms. In my opinion, up to the present, there has been a paucity of research funds for such study.

This commentator noted that there are now more than one thousand university teachers in commerce and business administration in Canada, in addition to the thousands of professionals working in the area of administrative sciences in both the private and the public sectors. Many of these individuals, he suggested, would be interested in doing this kind of research if funds were more readily available for such studies. Lack of research funds and indifference shown by award-granting agencies towards business studies are a major obstacle to progress in many fields of business studies and research, according to this observer and many others.

Most small companies in Canada are unable to afford separate research programmes. Some of them are now turning to universities for answers to their industrial research problems, and this development is helping to meet the need for university research relating to small business. A case in point is the service being provided by McGill University's Office for Industrial Research (OIR). Set up in 1972 with the help of a Federal Department of Industry, Trade and Commerce grant, OIR brings the University's extensive research facilities and the experience of its faculty to business, industry and Government agencies on a contract basis. Emphasis is placed on projects of help to small business. In a brief to the Commission the Director of OIR expressed the view that because most business schools in Canada pattern themselves after their American counterparts, they tend to ignore the Canadian need for small business management expertise. OIR is designed in part to help redress this situation. The Commission commends the pioneering work done by McGill University's OIR in the field of small business research and urges other universities not now engaged in such public service to consider following its example.

Briefs and other representations to the Commission repeatedly stressed the distinctions between Canadian and American business environments. As one brief expressed the point:

> You have only to look at differences between the two countries in constitutional and legal traditions, in the political systems, and in business-government relations to appreciate that assumptions which may be valid about business in the United States may not be applicable as such to business in Canada.

Some studies have made specific reference to differences between the Canadian and American business environments.[18] Even allowing for disparities in the size and skills of the labour force and in the supply of capital, Canada has, for example, much lower levels of output in manufacturing in many fields. Economic environmental factors, such as the tariff, are important influences and these differ between the two countries. Intrafirm mobility of managers is slower in Canada than in the United States; Americans tend to move into senior positions earlier in their careers; and Canadian training programmes are generally less developed than those in the United States. Processes of innovation and change are slower in Canada than in the United States, so that adoption of new technology tends to occur at a slower rate. Given this range of variable factors and differences in environment, it is clear that Canadian business studies require their own methodologies and assumptions.

Many briefs noted that, in spite of the great contributions made by American faculty members to the development of Canadian business schools, there is also danger in staffing Canadian business schools to too great an extent with American professors and in ignoring the management practices, and the business experience and point of view, of other countries. American practices have often been beneficial, but they cannot be universally applied. As one brief noted:

> It is one thing to speak of corporate efficiency, but how is this defined? Within the framework of a socialist economy, a free enterprise economy, or a mixed economy? Who should be the managers: owners of capital, workers, elected consumers, the state? One can take the case of the American economy and analyze its characteristics, as well as those of the American corporation, as a working model. But what one might find by looking at Japan's *zaibatsu* institutions, business-government relations, and decision-making practices might be radically different. This would be true, too, of European practices of electing workers to governing boards, and co-determination.

Like many others, this brief suggested that the large number of American-educated faculty (including some Canadians) in Canadian business schools may have caused these schools to rely too heavily on American principles of management and institutional practices in both teaching and research. It is apparent from the Commission's inquiries that teaching and research programmes at Canadian business schools need to place more emphasis both on Canadian problems, practices and institutions, and on those of countries other than the United States. While the study of American practices and techniques, particularly in the quantitative areas, has been and can continue to be very helpful, it is not enough simply to adapt these to Canadian circumstances. Encouragement and support are needed for research and teaching that are directly related to the facts and processes of Canadian business and management.

Another obstacle to the development of Canadian studies in business education is the lack of an effective national programme in Canada to collect and preserve historically valuable business records. As a result, records of potential interest to scholars and to the business community are being lost, destroyed or taken outside the country. Moreover, scholars are not able to gain access to the records of many companies, for example, such important national institutions as banks and the Canadian Pacific Railway, and even crown corporations such as the Canadian National Railway and Air

Canada.[19] The importance of business history as a facet of Canadian studies is dealt with elsewhere in this *Report*. Here, the Commission merely wishes to note that the study of business history provides a pathway into the social and economic history of Canada. For the period before about 1870, for example, good business records are probably as useful a source as any available on the important questions of local and regional economic change. The value of business records to scholars in Canadian studies, therefore, cannot be over-emphasized.

Finally, there is a particular need in the field of business studies for continuing education. Some universities offer management development training in evening courses and part-time study periods. The Commission believes that universities not now offering such opportunities should consider doing so, drawing upon the resources of a variety of faculties and departments, in addition to the school of business. Continuing education offerings should stress Canadian dimensions. Business-initiated educational programmes, especially those concerned with public administration and the training of Government personnel, should also emphasize Canadian studies. For example, attention should be given to the problems of regional development in Canada, the institutions of Canadian Government, and marketing and organizational factors in the context of Canadian public policy.

Business and management education has an important role to play in Canada. To fulfill this role effectively such education must, to an appropriate extent, be a Canadian study. Both teaching and research must be related, to a much greater degree than is now the case, to the facts and needs of this country.

Education

In this section the Commission will develop briefly a number of themes concerning education as a profession. The particular emphasis will be upon the role of the school teacher in imparting to a broad base of the Canadian population an appreciation and understanding of Canada as a distinct cultural and geographic entity.[20] The emphasis will also be upon the role of teacher-education institutions in developing teaching skills and knowledge for Canadian studies.

In several other chapters of this *Report*, particularly the chapter dealing with Canadian studies in the schools, the Commission has stressed that the school system is not providing Canadians with enough opportunities to learn about their own country. A brief from a faculty of environmental design in the Prairie Provinces, for example, underlined this fact, commenting upon 'the general lack of awareness' of Canadian matters among the students enrolling in its programme. They have too little understanding of 'the social dynamics of Canadian society', the brief stated, and 'too little understanding of the structure of society, including its institutions and the nature of the functions which these institutions perform. Such awareness as does exist derives mainly from a journalistic appreciation, and this in turn seems to stem from a kind of parochialism prevalent in each region'. The Commission believes strongly that one of the major roles of the school system should be to help Canadians acquire a basic knowledge and understanding of their own society. At university students should have an opportunity to build upon this basic knowledge. If they enter university with an improper understanding or lack of awareness of Canadian society they are at an enormous disadvantage in pursuing higher studies about Canada. Moreover, many Canadians complete their education at the school level. If they have not had sufficient opportunity to pursue Canadian studies at school, their ignorance about Canada may be permanent.

The Commission received many briefs and informal submissions from teachers at all levels of the educational system suggesting that the problem lies in part with the type of teacher education available in Canada, including both pre-service and in-service training. One brief from a non-teacher was typical of briefs received from teachers themselves:

> The product of our high schools in the whole area of Canadian studies is most disappointing. And the principal reason is the inadequate job being done across the country training teachers as to their responsibilities in this area. Many, many of the teachers don't know and have not been encouraged to care.

A brief from the dean of a faculty of graduate studies in Western Canada lamented 'the present state of affairs where countless school students, largely through lack of direction, and because of lack of specific motivation and knowledge on the part of their teachers, lapse into ignorance of their country's history, geography and second language'. It went on to suggest that departments of education should co-operate with departments of geography, history, literature and languages, and others 'to inject actively some Canadian content into teacher training'.

The Commission's correspondence and discussions with hundreds of teachers and other educators across Canada revealed that they are particularly concerned about the lack of attention given by teachers' colleges and education faculties in Canada to combining in an appropriate balance the teaching of factual knowledge and of generalizations about Canada. In social studies, for example, the emphasis tends to be on broad surveys and on the learning of sweeping generalizations; there is often little rigorous, factual study of local and specific situations leading to conceptual knowledge, organizing principles, themes, or theories about Canada. Several briefs suggested that, in this respect, Canadian teachers of teachers should examine the approach to teacher education in Britain and some European countries where they seem to have a better intuitive grasp than North Americans of how to combine content and method. A number of representations to the Commission expressed the view that, in many parts of Canada, particularly English-speaking Canada, teachers have been influenced by American rather than British or European teaching methods. As one brief put it, this influence has struck 'a hard blow at the kind of factual knowledge which is essential if Canadian students are to know and understand this country'.

Although the American impact continues to be strong, there are signs that new approaches to teaching are becoming increasingly significant. As a result, more and more teachers and student teachers are conscious of Canadian studies and involved in them. In the chapter on Canadian studies in the schools the Commission devotes attention to some of these new developments; consequently, they need be mentioned only briefly here. Among the important developments cited are: the work of the Canada Studies Foundation in promoting teacher participation in curriculum development work on Canadian topics; federal-provincial arrangements to instruct teachers in the use of French or English as a second language; special programmes for the preparation of teachers anticipating assignments in schools where there is a predominantly native Canadian or ethnic population; and innovative programmes to help teachers develop competence in the production of learning materials for Canadian studies.

In addition, a number of teachers' colleges in various parts of Canada are developing special summer and part-time programmes to help teachers already in the classroom to increase their ability to teach Canadians about Canada. For example, the Nova Scotia Teachers' College in Truro sponsors a province-wide summer workshop on Canadian studies for elementary and junior high school teachers. As part of the programme, teachers travel to various parts of Nova Scotia for a first-hand observation of the Province's various regions. The course encompasses three disciplines: geography, history and literature. When not travelling, the teachers spend time on campus evaluating their visits and working on individual projects. One of the major by-products of the programme is the valuable resource materials collected by the teachers. These materials and information are used by participating teachers and are also made available at the College to student teachers and other classroom teachers. The Commission believes that such an approach might be a useful model for other teacher education institutions; it could benefit teachers already in the classroom as well as prospective teachers. Certainly, many individuals and groups indicated to the Commission the urgent need for more programmes of this kind.

The Commission also believes that much would be gained if elementary, secondary and university teachers in various jurisdictions met more frequently than they now do to discuss matters of common interest relating to Canadian studies. Since education is a continuum, it is important that there be strong communication and co-operation between the various educational levels – far stronger than is now the case.

One of the problems faced in designing Canadian studies programmes for teachers is that many students are seriously concerned whether a degree taken in Canadian studies will qualify them for teaching appointments in the same way as a degree in a traditional discipline. Some prospective teachers are concerned whether their honours degree in Canadian studies will admit them to graduate schools where work is carried on within the framework of the traditional disciplines. Now that most Canadian studies programmes are (or can soon be expected to become) fully as demanding and rigorous as traditional degree programmes, the Commission urges all provincial departments of education, universities, school boards and teachers' federations to recognize degrees in Canadian studies as equivalent to those in the traditional disciplines for career and certification purposes. Until they do so, students will tend to be uncertain about the value of such a degree and therefore hesitant about registering for it.

Furthermore, some universities have been slow to encourage and support Canadian studies programmes in faculties of education. Consequently, faculty members interested in designing courses and producing materials in this field have often had to do this work on their own time with very little encouragement or financial support. The Commission urges that the academic value and academic legitimacy of such work be fairly recognized by colleges and faculties of education and by the universities in which these are located.

Briefs from a number of faculties of education now offering Canadian studies programmes stressed that their objective was not just to offer more courses in a discipline, since such courses by themselves would not produce the number of effective teachers of Canadian studies required. Instead, their aim was to develop

> pointed curriculum work which will help us and teachers to define objectives and goals, to select and utilize information, to devise teaching strategies, and to make valid assessments of effectiveness . . . . We wish all disciplines to be used from a Canadian perspective, rather than, for example, only the obvious ones such as history or literature.

At the same time the importance of strengthening the academic component of teacher education was underlined in many briefs. For example, it was frequently suggested that the general Bachelor of Education degree offered too little specialization and not enough opportunity for students to do original research. A brief from the associate dean of a faculty of education stated:

> Many students still acquire a B.A. or the social science components of a B.Ed. degree through the process of listening, memorization and the writing of term papers from secondary sources. Such students, untrained in the methodology of their own subjects, are ill-prepared to train children for inquiry in these subjects. There is in fact a curious irony in schools of Education attempting to introduce graduates to inquiry in the subjects in which they have majored. But many of us can testify that this is a common experience.

A brief from another faculty of education reported that most of its candidates are 'woefully unprepared' to undertake Canadian studies at the graduate level because they lack experience in pursuing advanced independent studies in areas of special interest. Appreciating the importance of this facet of teacher training, some teacher-education departments and institutions are now placing more emphasis on original research; and an increasing number of students are becoming interested in doing research on topics relating to Canadian education.

Educational development is, in fact, one of the most fertile fields for research in Canadian studies. There is no history of education in New Brunswick after 1900; there are very few comprehensive accounts of the development of education in Nova Scotia, Ontario, Manitoba, Saskatchewan or Quebec (in English); and there are no recent histories of education in British Columbia or Newfoundland. The Commission's discussions with educators across Canada revealed a special need for monographs at the master's and doctoral levels on a great variety of subjects in Canadian education. A number of educators expressed their concern about the current trend towards non-thesis degrees, at least at the master's level, and also about the difficulties involved in getting theses published. To encourage both undergraduate projects and graduate theses in curriculum development in local studies, one university teacher of education suggested that universities should recognize the expenses of such studies as legitimate charges to university budgets. The Commission believes that this suggestion merits serious consideration.

Several representations to the Commission suggested that the establishment of a journal dealing with basic studies in Canadian education would provide a valuable forum for original research, including theses. Others hoped the Commission would encourage Governments and publishers to be more open-minded about the possibilities for success of publications dealing with local and specific educational matters. They pointed to several examples of useful publishing undertaken for as small a unit as a local school board. Finally, one teacher of education recommended the holding of a university/school/industry conference on the problems and opportunities for publishing in Canadian studies relating to the profession of education. Each of these ideas deserves careful study.

Engineering

Engineering is often thought to be 'value free', but it is full of cultural implications. Engineering, like science in general, is international in scope and impact.[21] This is particularly true of solutions to basic engineering problems. However, engineering, especially the application of engineering theory, cannot be divorced from the culture of the country and society in which it is studied, taught or practised. Indeed, it is a part of that culture, both shaping it and being shaped by it. In practical terms, a large part of engineering as taught, researched and applied is very much a Canadian study.

Engineering has played an enormous, but largely unrecognized, role in the development of Canada. The results of the work of Canadian civil and structural engineers, for example, are visible everywhere across the country in the form of railroads, highways, bridges, dams, airports, harbour fronts, buildings, the hardware of the spaces between buildings, and the other end products of construction. The work of other engineering disciplines, while usually less visible, is no less significant in shaping the character and life of the country. Resource development depends upon engineering know-how. Most environmental matters come within the purview of the engineer. Engineers are concerned with the circumstances in which people live, and these in turn have a bearing on the social structure and patterns of human behaviour. In their day-to-day work engineers provide the infra-structure required for all forms of development. Social progress depends on making use of all the skills of engineers. Engineering, therefore, abounds with social dimensions. It forms the bridge between science and technology on the one hand and society on the other.

Competing national claims to engineering inventions and discoveries are one evidence that national concerns may be relevant to engineering. Canadians may fairly be allowed some national pride in the considerable achievements of the country's engineers. Indeed, as one author has noted, 'Canadians have made contributions to world science and technology out of all proportion to their small number'.[22] The advice and assistance of Canadian engineers in many different fields are sought all over the world. The CANDU nuclear power system, for example, has gained world recognition. Canadian engineers have been responsible for major break-throughs in the technologies of resource extraction, particularly in connection with hardrock mining, pipelines and related material-handling techniques; and Canada is a world leader in water-power engineering and in winter construction methods.

More traditional technologies have also been highly developed in Canada. It is appropriate to the climate and circumstances of this country that the snowmobile is a Canadian invention and that Canadian-built snow removal equipment is in demand in other parts of the world. It is similarly appropriate to the geographic circumstances of the country that many important engineering developments have been achieved here in the field of transportation. Canada possesses (although it may not have always applied!) one of the most advanced rail transportation technologies in the world; the Canadian aircraft industry is sophisticated and highly developed; and Canada is a powerful contender for leadership in short take-off and landing aircraft and in hovercraft.

There is, thus, a notable Canadian engineering heritage. Members of the profession have made a tremendous contribution to the opening up, the growth and the development of the country. However, the size and importance of this heritage is still only dimly perceived by the Canadian public and even by many of those within the profession. As one observer has commented:

> The way Canadians talk sometimes, it must seem to the strangers in our midst that there are hardly any engineers in this country and that those who are here have come from somewhere else and are really still in transit. When we have a shortage of them, recruiters buy airplane tickets to go abroad to look for some. When we have a surplus, the drift across the border into the United States begins again. At times it seems that Canadian engineers are better known for their work in the remote corners of the world than for what they have done at home.[23]

There is room and need for extensive research and publication in the field of Canadian engineering achievement. The proposed Canadian Engineering Heritage Record, for example, which has been mooted as a possible project by the Engineering Institute of Canada, deserves more support from Government and from within the profession than it has so far received. At the same time, more attention should be given to this subject in the university curriculum, for engineering and non-engineering students alike.

Many briefs and representations to the Commission argued that, despite its record of achievement, professional practice in Canadian engineering tends to borrow automatically and excessively from American engineering practice and to assume that what it borrows will be suitable for application in Canada despite the appreciable differences in conditions and circumstances between the two countries, including those of climate, culture and terrain. It is in this sense, especially, that some Canadians believe engineering in Canada lacks Canadian content. A brief to the Commission from the dean of a faculty of environmental design stated:

> Much of our professional practice in Canada emulates American approaches and solutions to social and design problems. When these practitioners enter the teaching field, they bring with them mental sets and modes of operating and teaching, including substantive focus, which are peculiar to these practices; our students are trained accordingly.

Other briefs echoed the same theme: Canada must find ways and means to develop our own engineering competence and to encourage innovative solutions appropriate to Canadian problems and to the structure and dynamics of our own society. As one brief put it, 'we should not be constantly seeking out so-called "comparative models" from which we extract mediocre solutions'. It was repeatedly suggested that many American-owned industries in Canada often do their design work elsewhere and use engineers in Canada only to operate their plants and market their products. 'Obviously,' one observer stated, 'such engineers do little design work and have few opportunities to contribute to Canadian content in engineering'.

A recent study by the Association of Professional Engineers of Ontario confirms that the 'importation of foreign engineering now appears not only to be inhibiting further growth but to be eroding the profession's existing capabilities' and that 'Canadian manufacturing subsidiaries of foreign companies are large purchasers of imported engineering and engineering type services'.[24] The study indicated the probability that payments to non-residents for professional fees in 1969 represented some ten thousand engineering jobs. It also found evidence that many public and private bodies were ill-informed as to the true nature and extent of Canadian engineering capability and that this led to unnecessary reliance upon foreign consultants. From the many submissions, reports and accounts reviewed by it, the study concluded that

> many varieties and types of engineering are being imported. In some instances, for example refinery design and construction, virtually all of the engineering for Canadian projects is done by foreign engineers and almost all of it is done abroad. A large amount of minerals beneficiation engineering for Canadian projects is imported although Canadian engineers get a share of this type of work. Tar sands developments appear destined to be done by foreign engineers. Considerable work for buildings to house industry is indicated by the customs evaluations. Other unspecified special designs are grouped in particular customs evaluations.
>
> Referring to medium and small consulting engineering and allied projects, it seems that foreign engineers are engaged on practically every type in Canada. These include buildings, building services, traffic engineering, flood control, factories, utilities, etc. Canadian consulting engineers and engineering firms often seek the "expert" advice of their counterparts in the U.S.A. The cumulative magnitude of all the work is unknown.[25]

In support of the view that the Canadian engineering potential has been under-used, many briefs to the Commission cited examples of failures by Canadians to utilize their own creative resources in dealing with indigenous engineering problems. In the preceding chapter on science and technology the Commission refers to some of these examples, such as the failure to incorporate all available knowledge into the search for solutions to the problems of snow and ice. This theme was well developed and thoroughly documented in a recent report prepared by Wilson Eedy for the National Research Council of Canada.[26] The Eedy report stressed, for example, the urgent need for: quantifiable data on the long-term effects of Arctic road construction; more research and development relating to waste disposal problems associated with liquid and gas pipelines; research on the environmental impact of construction of dams; and impact studies on certain mining problems in the Arctic or in northern settlements, for example, poor flushing rates caused by low rainfall, problems with construction of dykes to hold tailings in permafrost terrain and problems of mine effluents.

Canadian engineering schools have their key part to play in preparing graduates to meet these needs, and also in helping to develop a fuller understanding of the cap[illegible]ty of the profession, both among the public and within the profession itself. In meeting these responsibilities, it will often be desirable for engineering faculties to review their curricula to ensure that adequate attention is being given to programmes designed to meet specific Canadian needs. It was frequently urged upon the Commission, for example, that more attention should be directed to research and teaching relating to Canadian problems dictated by Canadian geology. As noted in the previous chapter, there is scope to place more emphasis upon transdisciplinary work and reflective study and to take a long look at the choices confronting Canada, for example with respect to such engineering problems as noise control, transportation, sewage disposal and safety standards. There are many areas concerned with the quality of life which engineers, in collaboration with social scientists and others, could contribute more fully than they have done so far.[27]

Design, technological assessment and the setting and regulation of technical standards provide three examples of important areas in which the engineering profession could work more closely with other groups in research, in teaching and in practice. In connection with these, engineering schools could usefully play a larger role in assessing the impact of technology and in examining and forecasting the consequences of innovation. As one engineer suggested to the Commission, 'I am sure that some of our social and technological collisions (such as that generated by the snowmobile, to take just one current example) might have been averted if there were a forum for discussing their impact'.

More generally, representations to the Commission, including many from engineers themselves, expressed the view that despite the enormous impact of engineering on Canadian culture, the engineer is not being trained to understand this influence and the responsibility that it places upon him to bring to his work an informed understanding of the culture of the community he is serving. Engineering graduates will very frequently be in positions in which they must make value judgements that will affect their society. Because of this the professional education of Canadian engineers should include courses that place engineering in its social context.

Two recent innovations of the Department of Mechanical Engineering at Imperial College, London, England, suggest the kind of steps that can be taken to place engineering education in its social context. The first is the introduction of an optional course in 'technology and society' into the final year of the existing degree course in mechanical engineering. Its purpose is to demonstrate to future engineers how their activities will be related to those of the rest of society, and to equip them with more of the social knowledge and capabilities that they will require in making many engineering decisions. The second is a new undergraduate degree course in 'total technology' designed to provide engineering graduates with an integrated set of attitudes and skills that will equip them to cope more effectively with the type of open-ended problems they are likely to face in industry. The course is related to the development of post-graduate projects under the same name that have been started at three universities: Cambridge, Aston and Strathclyde.[28]

The Commission believes faculties of engineering in Canada should examine the possibility of offering similar opportunities for Canadian engineering students to learn more about the social dimensions of their profession. The role of engineering in society is one perspective that too often is missing from traditional engineering courses because of their market orientation.

It was frequently suggested to the Commission that one reason why engineers in Canada may not be as sensitive as they might be to the Canadian dimensions of engineering stems from the tremendous expansion of engineering schools in this country in the last decade and from the recruitment of substantial numbers of foreign faculty to cope with that expansion. As noted earlier in this chapter and elsewhere in the *Report*, approximately 30 per cent of the full-time engineering faculty in Canadian universities in 1973-74 were non-Canadian. In some regions of the country the proportion of non-Canadian engineering faculty has been over one-third in recent years. It was argued that the knowledge, experience and interest of many foreign faculty members have often not been relevant to Canadian conditions or helpful to their students in preparing them to live and work in these conditions. A related point was made in a brief to the Commission from a professor of civil engineering at an Ontario university, 'Many of the younger faculty went directly from university to teaching with no breaking-in period in professional practice (I did myself) and without opportunity to become aware at first hand of the problems Canadian engineers face'.

Given the need and the opportunities in this country for more engineering graduates in many fields, the Commission was surprised to learn of the low enrolment figures of Canadian students in some fields of engineering, particularly at the graduate level. At the undergraduate level 15 to 20 per cent of the students enrolled in Canadian engineering schools were non-Canadian in 1972-73, the most recent year for which Statistics Canada could provide figures. At the master's level the proportion of engineering students that was Canadian was only 46.9 per cent in the Atlantic Provinces, approximately 55 per cent in Quebec, only 47.6 per cent in Ontario, only slightly more than one-half in the Prairie Provinces and only

55.8 per cent in British Columbia. At the doctoral level the data were even more pronounced. Only 18.9% of doctoral students in engineering in the Atlantic Provinces were Canadian; the proportion was 26.4 per cent in Quebec, 32.9 per cent in Ontario, 28.6 per cent in the Prairie Provinces and 44.3 per cent in British Columbia. Thus in no region of Canada did Canadian students constitute even 50 per cent of the enrolment in engineering at the doctoral level.

In 1974 the Grant Selection Committee in Civil Engineering of the National Research Council (NRC) made inquiries into the effectiveness of the support for graduate students obtained through NRC scholarships and research assistantships. The conclusions from its inquiries 'gravely concerned' the Committee. It discovered that the enrolment of Canadian students in graduate work in this important field is 'at an extremely low level', despite the fact that the demand for engineers with graduate degrees in civil engineering is now remarkably high and expanding rapidly. Moreover, it found that current interest in graduate work among students in their final undergraduate year 'is even more disappointing'. At one of the larger civil engineering departments (graduating over sixty students each year), the Committee found that 'none was contemplating graduate study at the time of our enquiry in February. This pattern was not atypical of the attitude'. The Committee came, reluctantly, to the conclusion that the failure of the graduate schools to attract Canadian students must be attributed in part to 'the large foreign born element in Canadian graduate schools which has led to a sense of alienation amongst some Canadian students'. The Committee expressed the view that

> the dismal prospect for Canadian graduate schools urgently needs to be reversed in order first to maintain the quality of our graduate schools themselves and the research undertaken, and second but more particularly, to prepare young civil engineers with the skills, intellectual capabilities and attitudes urgently needed in Canada now and in the future.

The Committee's major recommendation was that the NRC should 'significantly adjust' the level of financial support for both NRC scholarships and research assistantships so that they are effective in attracting the best Canadian engineering students to graduate school. The Commission on Canadian Studies wholeheartedly supports this recommendation. The future strength of Canadian engineering depends upon encouraging the most promising Canadian engineering students to proceed to graduate schools in much larger numbers than is now the case.

The Commission has noted elsewhere the need for more textbooks and other publications relating to Canadian problems and circumstances in the field of engineering, as in many other academic areas, and for more support for the preparation and publication of such work. It welcomes therefore the recent establishment of the *Canadian Journal of Civil Engineering*, the official journal of the Canadian Society for Civil Engineering, as a significant step towards meeting this need. Published quarterly by the National Research Council, with articles in either French or English, the *Journal* normally expects papers 'to demonstrate a clear association with or relevance to Canadian civil engineering problems or practice'. Contributors whose papers deal with specific topics 'without particular relevance to Canadian problems may be advised to refer their papers to a specialty journal'.[29] More initiatives of this kind are urgently needed in engineering.

Forestry

Canada is a forest nation. Almost one-half of its total area is forested. Forests cover 70 per cent – about 800 million acres – of the land within provincial boundaries, in addition to significant areas of the Yukon and the Northwest Territories. Amongst the countries of the world, only Brazil and Russia have forest areas of comparable size. Forest-based industries and forest resources generate about one dollar in every twenty in this country. They are thus a keystone of the Canadian economy. But the economic value of forest products is only one of a variety of benefits derived from our forests. Both natural and cultivated woodlands have other major values. For example, forests help maintain the level and quality of large supplies of water, they shelter and sustain important stocks of wildlife, they provide a tremendous diversity of scenic and recreational areas, and they contribute in essential ways to the quality of life in our urban environment.

Our forests are thus a national asset of critical importance to the economic and social well-being of every Canadian, and the problems of forestry are national problems that should concern every citizen. The proper management of Canada's forests, and the renewal and development of this critical national asset, is therefore of the first importance. Yet the

Commission's research indicated that support for the education and training of personnel to manage Canada's enormous forest resources, and for research relating to these resources, is seriously inadequate.

There are six degree-granting schools of forestry in Canada. While two of these schools have been established recently, at the University of Alberta and Lakehead University, four have been in operation for over half a century, at the Universities of British Columbia, Toronto and New Brunswick and at Université Laval. Their role is to provide professional education at the undergraduate level for future forest resource managers, forest and wood scientists and forest engineers, and to provide an opportunity for specialization through graduate programmes. The training of technicians and technologists in forestry is undertaken by numerous colleges of technology and vocational schools across the country and by a number of Government forestry programmes.

Since their inception, the six schools of forestry in Canada have been impoverished in staff, physical facilities and operational funds. Improvements that have taken place over the years, particularly at the graduate level, have come about as a result of the tremendous personal contribution of a handful of dedicated individuals. But their efforts have not been supported by the financial resources needed. As a result, these schools are now unable to fulfil their responsibilities at a level consistent with the importance of Canada's forest resources to the life and economy of this country.

The vital importance of forestry, and of forestry education and research, to Canada was well documented in a background study prepared for the Science Council in 1970 and published in 1971.[30] The study warned that 'although they are vast, Canada's forests and associated wildlands are not limitless. Forestry resources are being abused and allowed to deteriorate'. It urged that, in self-interest, Canadians create the new knowledge of forestry required to increase their outdoor recreational opportunities, reduce pollution, improve water yields and manage wildlife on forest lands in responsible association with greatly increased growth and harvest of sustained crops of timber. The study concluded that properly researched and fully managed, the contribution of forest resources to the Canadian economy could be doubled or even tripled. It noted, however, that, despite the economic and social importance of forestry to the life of this country, Canadians have re-invested relatively little of their forest wealth to strengthen research, education and management practice in this field. The study pointed to an urgent need for action to remedy this neglect.

This view of the particular importance of forestry to the economic and social well-being of Canadians was fully endorsed by the Science Council itself in its report entitled *Seeing the Forest and the Trees*.[31] As it observed:

> It is imperative for Canada that the forest-based industries remain healthy and economic but also that they operate in a manner which does not cause irreversible damage to the ecology of their surroundings. The challenge of realizing the combination of these two goals which is in the best interests of Canadians stands waiting.

Like the background study, the Science Council report warned that our forest resources were not inexhaustible and that it is likely that regional shortages of logs will become more general and severe in Canada before the turn of the century. 'Soundly based planning and intensification of forest management are required now', it concluded, and these, in turn, point to the need for a high level of scientific and professional competence among those engaged in forestry.

Both the background study and the Science Council report emphasized the importance of research and education as the key factors in preparing to meet the challenge posed to Canadians by the responsibility for such large forest resources. And both indicated how very inadequate our support arrangements were for both research and education in forestry, given its importance to this country. The Science Council expressed its 'grave concern for the future of forestry in Canadian universities and in the supply of top Canadian talent to work in this important resource area both in research and management'. According to the Council:

> Notwithstanding a few excellent teachers, scientists and engineers working in these areas, and notwithstanding some research that has commanded international attention through its high quality, in general the four faculties of forestry at Canadian universities are in trouble. Taken as a group, the accommodation for forestry faculties is inadequate. They are under-staffed and have been underfunded for so long that the projects they choose for research are in some cases minor matters and the products of poverty. As a consequence, forestry faculties do not attract their fair share of the really bright students entering university.

The Council concluded that support extended to the faculties of forestry by the Federal Government was 'completely inadequate' and that

> nothing short of a very substantial and sustained effort, to provide financial support for a minimum of ten years to the forestry faculties through the federal department responsible for forestry, will raise the four university forestry faculties to the position of strength which the Council considers essential if the solutions to Canadian problems are to emerge. If the forestry faculties are to attract their share of bright students they must be encouraged to undertake substantial, relevant, research programs.

One would think, in the words of one brief to the Commission, that 'even the most obtuse politicians must now be aware that continued human survival on this planet depends to a great extent upon optimum forest husbandry' and that Canada has a special opportunity and responsibility to contribute in this field. Unfortunately, this does not appear to be the case. In response to their mutual concern at the lack of action taken on the recommendations made in the two excellent documents published by the Science Council, the deans of the six university schools of forestry in Canada issued a *National Statement* in October 1973.[32] In an introduction to the *National Statement*, Dr Roger Gaudry, the Chairman of the Science Council, stated:

> Charged as it is with the responsibility for providing advice on Canada's scientific and technical resources, requirements and potentials, the Science Council of Canada has become seriously concerned about the lack of progress made toward the goals and emphases relating to forest resources research and education set out in the report and background study that it published in October 1970 and May 1971, respectively . . . .
>
> The university schools are still under-accommodated, under-staffed and under-financed. To varying degrees, they are all experiencing continuing shortages of space for their activities. They are having difficulty hiring teaching and research staff with the necessary specialist qualifications and experience in new and expanding fields of forest science and technology.

The deans themselves on the situation:

> We are struggling to discharge our responsibilities under crowded conditions and in poorly equipped teaching facilities and research laboratories. Students are also voicing dissatisfaction with the inadequate physical plant and teaching resources. We are facing serious problems in finding qualified Canadian staff to fill both vacant and new positions in the established fields of forest science and management as well as new positions in the constantly broadening range of our activities.

The serious shortage of funds available to forestry schools for research is at the heart of their problems. Research is an integral part of forestry education at the university level because it provides for the expansion of knowledge and understanding in both the established and evolving fields of forest science. It adds depth to the expertise of the teaching staff and quality to the education of the students. It contributes to the solution of economic and social problems, both in forestry and in other areas.

The principal source of forestry research funds is the Canada Forestry Service of the Federal Department of the Environment. The annual budget of the Service is over $40 million. But, of this amount, less than one-half a million dollars is granted to the forestry schools, most of the balance being retained for administration and in-house research by the Federal Government. Total funding from all federal sources for forestry schools is only $1.25 million, a small fraction of the millions of dollars that the Federal Government garners in tax receipts from the forest industry.

Because of this low level of federal support, the forestry schools can make only a minimal contribution to the solution of the many complex problems related to forest resource management. Lack of support also severely restricts their ability to develop suitable programmes of graduate and undergraduate education in this field. Although the situation has improved somewhat in recent years, the ratio between federal funds granted to forestry schools for research, including NRC grants, and federal funds retained for in-house research in the Canadian Forestry Service is about one to forty. In contrast, in the United States more than 34 per cent of the federal funds available for forestry research are allocated to the universities. In the Scandinavian countries the level of Government funding for university forestry research is similar to that in the United States.

Graduate studies were virtually non-existent at Canadian forestry schools until after World War II. Since then, despite obvious and urgent needs, lack of funds has severely restricted the development of graduate programmes. Consequently, most students wishing to take graduate training in forestry have had to go to the United States. This was unfortunate on at least two counts. Many of those who went to the United States to do graduate work did not return. Others that returned found that their post-graduate experience had often not been of direct help in preparing them to work in Canadian forestry circumstances. As the dean of one faculty of forestry expressed it to the Commission, 'truly Canadian conditions were in most cases not considered in the research projects of Canadian graduate students'. In part this was because forest conditions in the United States differ appreciably in many areas from forest conditions in Canada. Moreover, the social conditions and institutional arrangements of the two countries require different curricula and emphases in professional education.

Although the present situation is better than it was a few years ago, Canadian post-graduate forestry education still suffers from lack of funding. More funds are especially needed to provide the necessary staff time for graduate student supervision, to promote basic research, to improve research facilities, and to support graduate students themselves because they now receive substantially less financial assistance than graduate students in most other fields of study.

In large part because of the underdeveloped state of Canadian graduate education in forestry, Canada is experiencing difficulty in meeting her needs for specialized teaching and research personnel. For example, a search committee at one faculty of forestry has been endeavouring for three years to find in Canada a suitably qualified staff member in the area of forest fire science. This committee has also been searching for two years for a suitable candidate in the area of forest land planning. The Commission's inquiries indicated that these situations are not untypical. The Commission learned that many universities and Government agencies have been unsuccessful in their efforts to find qualified Canadian personnel in a number of fields of forestry. In some cases such personnel could not be found in other countries either. The point cannot be made strongly enough that more support is needed for forestry research and graduate work in order to develop the teachers who can, in turn, help to meet the expanding requirements of undergraduate forestry education.

Like the Federal Government, Provincial Governments have been niggardly in their support of the six forestry schools. The same is true of private industry. Although some modest industrial support has been provided for the educational activities of the schools, the present and potential gains of the forest industry from university research and training merit much higher financial contributions.

New ways also need to be found to encourage industrial participation with universities and Government in joint research ventures. An excellent example of such co-operation in forestry research is the current planning for a multi-agency forest resources complex in Fredericton, New Brunswick. This complex will bring together various agencies of university, industry and Government on the land of the University of New Brunswick to promote co-operation in forest resource research and development at the working level. Administrative, research and educational facilities will be combined in the complex, which will contain laboratories, a conservation school and museum, greenhouses and research areas. This broad co-operative approach to teaching, research and management should help to solve forestry problems throughout the Maritime region.

If the opportunities and needs existing in Canada for improved forestry research and management are to be fully met, the university schools of forestry must be strengthened and better financed by both Government and industry. Moreover, within the universities themselves, the importance of forestry education needs to be better appreciated and the forestry schools need to receive greater support. Briefs from a number of forestry schools, and the Commission's own inquiries, revealed that these schools are sometimes still treated as second-class entities by the administration of the universities in which they are located and by some of the other departments and faculties. Such attitudes appear to be derived in part from an out-moded and naive concept of what a 'forester' is. It is also a matter of academic snobbery. Given the importance of forestry to Canada, in social and economic terms, and given the scope and need for teaching and research in this field, there is no place for such snobbery, which reflects more upon the shortcomings of those who indulge in it than upon the important profession against which it is directed.

At a Toronto press conference in February 1974, Dr P.D. McTaggart-Cowan, the Executive Director of the Science Council of Canada, suggested that 'unless we get massive support' to develop a reservoir of university-trained Canadian forest managers and scientists, 'we could be in a real mess'. The Commission's inquiries confirm that assessment. A large increase in financial support for graduate work at the Canadian forest schools is essential. Even a doubling of the support for research, which is a basic resource required for the training of graduate students, would still provide inadequate funding. The Commission recommends that a level of funding of research in forest schools be adopted that would place Canada in a position comparable to other forest countries such as the United States.

A general strengthening of the faculties of forestry should be accompanied by increased emphasis in both teaching and research on fields that are of importance to Canada. Representations to the Commission suggested that forest resources research is required, often urgently, in many areas relevant to Canadian needs and problems. These areas include, for example, forest land recreation, forest harvesting and transportation, forest products, urban forestry, forest economics, product marketing, the use and control of fire, forest genetics, and forest engineering. Forest-related research is needed in wildlife and range management, in the assessment of alternative land uses, in environmental problems and in the regulation of water tables and flood control. Studies should be conducted on the economic impact of the forest industry and of the social and economic benefits that our forest resources do and can confer upon the Canadian community.

In addition to increased funding and encouragement, particular needs in forestry education that were often mentioned to the Commission include: the importance of more opportunities to publish in this field; the need for a Journal of Forest Resources Science; the necessity of locating more research at appropriate universities across Canada rather than centralizing forestry research within the Canadian Forestry Service; the need to encourage collaboration between forestry schools and other departments especially engineering, law, landscape architecture, urban development, business, and the biological, physical, environmental and social sciences; the need for well-conceived continuing education programmes to prevent professional obsolescence; the need for forestry schools to take initiatives in extension education for the general public; and, though this by no means exhausts the list, the necessity of introducing more flexibility into the curriculum so that forestry students can be better prepared for changing technology and for both traditional and non-traditional employment.

The forestry profession faces a great challenge in responding to the needs of Canadian society and to the particular opportunities that this country offers to those working in this important field. The profession requires and deserves the strong support required to enable it to respond to this challenge.

The Health Sciences

In the preceding chapter the Commission made reference to medicine, nursing and the health sciences as fields of research and as sciences *per se*. The emphasis there was on such matters as publishing, facilities for scientific research and conservation, scientific organizations, and research funding. In this section the Commission will discuss these fields as professions, examining the extent to which Canadian needs are being met in some of the programmes of professional education for the health sciences.

Health costs in Canada are rising at a rate faster than most experts forecast, faster than the GNP and faster even than the annual rate of inflation in Canada. In part because they are concerned about rising costs, some Canadians, including public servants and administrators, are looking for ways to deliver health care more efficiently and more economically. Elimination of duplication of services, establishment of community health centres and greater use of medical technicians and para-medical workers are among the ideas being put forward. Many teachers and practitioners in the health field suggested to the Commission that health care in Canada must become more closely related to community requirements if it is to be contemporary. To achieve this end, it was argued, Canadian graduates in the health sciences must be prepared to serve these needs more directly and effectively. More attention, it was therefore urged, should be devoted in their professional education to the particular health care problems of this country and to the actual social context in which the graduates will be practising their profession. The strongest impetus for such a new emphasis, the Commission found, often comes from medical students and residents and from students and recent graduates in the other health science professions. Representations to the Commission frequently suggested that 'there should be built into health education greater awareness of Canadian problems, sociology, living conditions, character, and history'. In this vein, for example, submissions to the Commission argued the need for more student exposure to the medical, social and educational resources of the community and less confinement to a university or hospital-based curriculum.

Before exploring these and some of the other views expressed to the Commission about education for the health science professions, it should be pointed out that the whole field of health care already has a strong national character. As the report of one Commission noted, 'Medicine, too, can scarcely be termed value-free when we maintain a public medicare system of vital consequence to every Canadian citizen'.[33] Canada has played a role of national and international significance in evolving responses to the problems of delivery of health care. The approach to primary care in Canada has taken a different direction from that in the United States. Although neglected in other jurisdictions, innovative demonstration models supported by educational programmes for physicians, nurses and other health personnel have been developed for this quantitatively significant element of the total system of delivery of health services. Continuing education for physicians on a province-wide basis has been in effect in several, but not in all, Provinces for some time. All these contributions are now recognized throughout the world as significant innovations in achieving a rational system of delivery of health services. One aspect of health care that is developed to a greater extent in Canada than in England, the United States and Australia is the close linkage between education in the health sciences and the public organization of delivery of health services. The effective integration of medical education and the delivery of health services through teaching hospitals in particular is a distinctive feature of the Canadian system. Thus, although the health sciences are of course international in their essential scope, there are Canadian developments, concerns and characteristics giving them a national identity as well.

This point was developed in a brief to the Commission from a former president of the Canadian Medical Association, who suggested that Canadian medical graduates tend to be different in the balance of their approach and interests from those in other countries. He indicated, for example, that British medical schools emphasize the clinical method, that is, physical examination and history-taking. In the United States, on the other hand, students are perhaps not as well trained in the clinical method, but 'they can tell you the intracellular potassium of any particular disease entity and they can give you the fine points in the radiological diagnosis of the case'. The Canadian approach, he said, is 'somewhere in between, students are competent on the ward and, at the same time, have a moderate knowledge of laboratory diagnosis. They are perhaps not as expert in either area as are their British and United States counterparts, yet on the whole we turn out a better all-around doctor'.

Health services in many parts of Canada have a distinctively Canadian flavour because they have developed in response to local conditions and needs, and to the special challenges that our geography and climate present to the organization and delivery of health care. In sparsely populated areas of Newfoundland, Labrador and the North, for instance, there is an integrated system of medical outposts and base hospitals linked by two-way radio connection and air travel. In this setting nurses with special training often have primary responsibility for all medical services.

Some areas of medicine, nursing and the health sciences are, or should be, of special interest to Canadians because Canadians have excelled in them. The discovery of insulin by Banting and Best and subsequent endocrinological developments of international significance by Collip, Copp and Genest are cases in point. Similarly, the extensive work and considerable achievements of Canadian medical researchers, over many years, in neurology makes this a field of special interest in Canada.

Other areas in the health sciences are, or should be, of special interest to Canada because they concern problems of particular, if not exclusive, interest to Canadians. Examples of such areas are: the problems of adaptation to cold and to pronounced climatic changes; the health of native peoples, particularly in the North; the whole field of circumpolar health; the health aspects of motivational and ecological studies in the Canadian environment; the problems of stress in the Canadian context, for example, upon immigrant families, upon migrant workers, upon northern natives in southern towns, upon rural families moved to urban areas, and upon linguistic and cultural groups in a minority situation; genetic problems identified in some areas of the country where there has been extensive inbreeding and limited population movement; and health science questions related to our extensive maritime involvement. In each of these areas some initiatives of importance have been undertaken in Canada. However, major national programmes have not yet been developed, and the Commission's inquiries disclosed that there is a significant opportunity for further study. The medical and health related aspects of our maritime 'exposure', for example, have not been the subject of a major national programme of study, despite the importance of this area to our national life. However, some work has been conducted at Memorial University of Newfoundland on human physiological research in a controlled underwater environment, and a few modestly financed but very promising projects have been conducted elsewhere.

In the preceding chapter the Commission has pointed out the urgent need for more financial support for medical research, both by Government and by the private sector. There is an onus on the Federal Government in particular to meet its responsibilities for the support of research in the health sciences. Such research is in the national interest; it is often directly related to national problems; and it can frequently be conducted effectively at a national level of planning, staffing and support. The failure of the Federal Government to provide adequate financial support to the Medical Research Council (MRC), in particular since 1970, has had severe and unfortunate consequences for the Canadian health sciences community, which will, in turn, be the misfortune of the Canadian community at large. Because of this lack of support, health sciences research in our universities and hospitals has been slowed or, in some instances, even brought to a halt. Many distinguished senior researchers are being frustrated in their attempts to carry forward significant research undertakings. Even more unfortunate in the long run may be the fact that many gifted young members of the health science professions are being turned away altogether from pursuing their interest in research activities. There has been a sharp drop in the percentage of graduate medical students going into research and an overall decline in the number of students pursuing doctoral work in the health sciences at many universities. Recent supplementary Government grants to the MRC have been far from adequate to correct this situation, or even to keep up with the rate of inflation. It is clear that what is required is a totally new perception by the Government of the fundamental importance to our society of medical and health sciences research. It is lamentable that political decision-makers who can allocate, for example, nearly $100 million in the current year to a Local Initiatives Programme cannot see their way clear to making even half that amount available to the vital work of the Medical Research Council. The Commission recommends, in the strongest terms possible, that the Canadian Government increase substantially the budget of the MRC in order to reverse the present erosion of the country's research capability in the health sciences and to ensure that Canada's long-term requirements for excellence and for qualified manpower in these important fields can be met.

The Commission was astonished to learn that many areas of research relevant to Canadian conditions, particularly in the North, are not receiving national attention because the Medical Research Council Act specifically excludes that award-granting body from supporting public health research. According to the Act, 'it is the function of the Council to promote, assist and undertake basic, applied and clinical research in Canada in the health sciences, *other than public health research* . . .'.[34] The Commission's inquiries revealed that the Medical Research Council is excluded from supporting public health research because this field is deemed to be the responsibility of the Department of National Health and Welfare. However, many knowledgeable people informed the Commission that the Department 'is up to its neck in political dealings with provinces' and, therefore, the northern territory, and public health problems relating to this area, 'tend to be left out'. The Commission believes that such a situation borders on stupidity and should be rectified at once. Section (4) (1) of the MRC Act should be amended by deleting the phrase 'other than public health research', so that the MRC can support research in this critically important field.

The Commission's inquiries also revealed that although the gathering, compiling and publishing of health statistics is improving year by year, there is substantial room for futher improvement. The problem is compounded because Canada is a federal state. Provinces gather data individually and transfer them in due course to Ottawa. Unfortunately, data are frequently collected on different bases and at different times by different Provinces. Consequently, such data are less useful than they might be. Moreover, most of our health statistics when released are two years old or older. This situation is unsatisfactory in an age when change is taking place so rapidly, when information is essential to effective decision-making, and when communications technology is available to gather and compile data much more quickly than is now being done.

The Commission inquired of many medical doctors and researchers whether there are any medical problems associated exclusively or substantially with Canada and, if so, whether we are paying sufficient attention to them in teaching and research. The Commission also asked 'if the ailments and diseases from which Canadians suffer are essentially the same as those experienced in many other countries, do they sometimes occur here in different and distinctive patterns, which might merit inquiry? ' The Commission was told by one medical educator that there are probably no substantial differences in the pattern of disease in Canada from other comparable Western nations, but that until the proper research is done and the data is collected, the answer will not be known. However, other correspondents associated with the health sciences suggested that such research might well reveal some significant differences and that detailed statistical knowledge of such differences would be tremendously helpful to the health science professions. Either way, it is surely time for a comprehensive and on-going study on a national basis of the health problems and status of the Canadian people. The last major survey, which was in any case less than complete, was carried out a quarter of a century ago, in 1950-51. Until this is done, medical practitioners and researchers and those responsible for formulating public policy in the health field must depend upon local surveys and routine statistics, which are frequently not adequate.

Some of the Canadian studies carried out in the health field in the past have been very revealing in terms of inherited patterns of disease. In the Atlantic area, for example, studies conducted in a number of communities where there has been substantial inbreeding have provided helpful information about the transmission of genetic disorders. In Quebec an intensive study of a family through several generations revealed much about a new form of heart muscle disease. But, on the whole, inadequate attention has been focused on specific health problems that might be investigated and resolved through a greater use of the statistical approach.

The fact is that, as a recent Special Study for the Science Council concluded, 'the closer one examines the situation the more one realizes how little is known about the health and health care of the Canadian people'.[35] The objective of a first class system of health care cannot be reached unless there is sufficient information for proper planning and for the assessment of results. There is already a wealth of information potentially available in the data collected by various levels of Government and by hospital and medical care insurance schemes across this country. As the Science Council's study pointed out, if this information were organized in a more meaningful and accessible form than it is at present, the prevalence and causes of the conditions that bring people to the doctor's office or to the hospital would be much better understood. It is urgent to assemble the information now available and to put it to fuller and more effective use in documenting and assessing the prevalence and pattern of disease and other health care problems in Canada. Beyond this, it is clear that much valuable information could be gained by a systematic survey of the health needs and problems of the Canadian people. Such information would assist teachers, researchers and practitioners in all the health sciences to pursue their work more effectively.

Related to the need for more factual information about the prevalence and pattern of disease and other health problems in Canada is the requirement to develop indicators to measure health that can be applied realistically to the specific conditions of life in this country. Most of the traditional indices of well-being are no longer suited to the kind of society in which we live. Indeed, some of them have never been very closely related to the physical and cultural circumstances of Canadian life. Extensive research is required to identify and develop suitable indicators that recognize the social and other influences on health that are generated by our particular society and thereby to assist in the task of measuring the quality of health in Canada. In fact, as Dr Rocke Robertson's study noted, research in health care has been relatively neglected in Canada, and there is a pressing need for evaluation of the different forms of health care, for studies of demand and supply, and for scientific appraisal of all aspects of the health care system. More broadly, as the most recent statement on this subject by the Science Council of Canada indicates, 'a major research and development effort is needed in the area of the promotion and maintenance of health'.[36]

The informational and research requirements mentioned above and in the preceding chapter point, in turn, to the need to review constantly the teaching programmes in medicine and the other health sciences to insure that sufficient attention is being given in the curriculum to the contemporary problems and conditions of Canadian society. Briefs and representations to the Commission suggested that in many areas of the health sciences it would be desirable to build into the educational programme more opportunities to acquire knowledge and awareness of Canadian problems and situations, in order to equip graduates with a better understanding of the community they are to serve. Educators must assess teaching programmes in the health sciences in the light of the community functions most of their graduates will be asked to perform. Slowness or reluctance to do this on the part of those responsible for professional education will often mean that changes in curriculum content or emphasis are made in erratic fashion, in response to a well-meant but uninformed public or political pressure, rather than by a planned anticipation of public needs properly related to a balanced programme of instruction. Much more educational research is required to help educators review the balance and content of teaching programmes in the health sciences. Reforms and new trends in medical undergraduate education in nine west European countries have recently been examined in a study prepared for the Council of Europe.[37] A similar examination and assessment of Canadian undergraduate education in the health sciences is needed now and at periodic intervals in the future.

Undergraduates in medicine, dentistry, pharmacy, nursing and other health sciences expressed to the Commission their feeling that they needed to understand more fully the social, economic and cultural background of the health problems of the people with whom they would be dealing in their professional work. To this end they looked for more opportunity in their professional studies to learn something further about the social and institutional structures and problems of the society in which they will eventually serve. Many of them wanted a better chance to see their studies in the context of other humane and scientific disciplines and to examine the place of their profession in the context of a total society and the problems and needs of that society.

The interest of such students is not being met by what they rightly call 'Mickey Mouse courses', which survey Canadian history or 'the Problems of Canadian Society' in twenty easy lessons. What they are looking for, and have a right to expect, is an opportunity to examine seriously the nature and needs of their society and how their professional activity can best be related to them. For this purpose, they must have courses of academic rigour dealing with the socio-economic dimensions of their professional work, and a social awareness factor should be built into every aspect of the curriculum. If the health sciences wish to prepare their students to give effective service in the field of public health, they must teach them about the public as well as about health. Similarly, if the health science professions wish to develop and improve practices conducive to public health, they must study the public as well as health. In both teaching and research, the social area of the health sciences, concerned with the factors in society that influence people's health or their access to care, demands more attention than it has been receiving.

Students in the health sciences will also need increasing exposure to the importance of co-operative and transdisciplinary work, both in other areas of health science and in other fields of knowledge. The resolution of many health problems, broadly defined, will increasingly require an integrated approach that draws upon information and experience from diverse fields, ranging, for example, from medicine, mathematics and engineering to sociology, law and the fine arts. As our society grows more complex, most aspects of health care will require a knowledge and understanding of the society as well as of the individual, and this fact must be reflected in the curricula of health sciences. For the health science professions in Canada this points to the need to ensure that their educational programmes are preparing graduates to deal effectively with the problems and conditions of this particular society.

Although the field of health care in Canada has a strong national character, many briefs to the Commission commented upon the lack of qualified Canadians to staff certain areas of work in the health sciences, both in practice and within the universities. In particular, representations to the Commission indicated strong and widespread concern that capable young Canadians were being denied opportunities for medical education because we are relying upon a high proportion of foreign doctors coming to this country rather than creating enough opportunities for medical education in Canada, and because of the large number of foreign students who are taking up places in Canadian faculties of medicine.[38] A brief from a former head of a medical school in Ontario was typical of many sent by doctors and lay persons alike. It stated:

> Since the majority of doctors registered in most of the provinces of Canada during the past few years have taken their training abroad, I am of the opinion that we should endeavour to increase the number of Canadians trained in our own medical schools so that a larger proportion of our supply of doctors would come from Canada. A very significant reason for my view is the large number of very well qualified Canadian applicants for medical school who I believe would make excellent doctors. It seems unfortunate to deny admission to well qualified Canadian applicants while encouraging individuals who have no better qualifications to come from abroad, and at the same time depleting their countries of origin of the valuable resource.

The study, *Health Care in Canada*, supported this view,[39] noting that 'our dependence on graduates of foreign schools is dangerous and unfair'. The study reported that since 1966 the number of immigrant physicians has exceeded, by an increasing amount each year, the number of graduates of our own medical faculties and commented that 'this is patently a serious situation and one which does Canada no credit'. It is dangerous to become reliant upon other countries for the supply of medical personnel, because it can never be certain. Moreover, as Dr John Evans has pointed out, 'it is doubly unjust to drain skilled manpower from other less well developed countries and at the same time deny the career opportunity in medicine to the abundant number of well-qualified young Canadians who currently seek entry to our programs of medical education'.[40]

The problem is complex and cannot be dealt with comprehensively here. Indeed, some representations to the Commission called for a separate commission to investigate and make recommendations upon the question. For example, they referred to the lack of reliable national figures on how many doctors are in actual practice, on their field of practice and on future needs in different parts of Canada. However, the need for such information is now gradually being met. A study prepared by Dr Rocke Robertson and two colleagues for the Association of Universities and Colleges of Canada on the *Health Manpower Output of Canadian Educational Institutions*[41] determined the past, present and possible future output of the basic courses of studies at Canadian post-secondary educational institutions that lead to the first degree, diploma or certificate required for practice in the various health disciplines. However, as the authors note, the question of the need for more graduates in any of the health disciplines was not a primary element in this study and was therefore only 'examined superficially .... The importance of gaining information that will lead to well based conclusions on manpower needs is obvious'.

Currently, the National Committee on Physician Manpower is conducting, in association with the Federal Department of Health and Welfare, a major study relating to patient/physician ratios and manpower needs in each of some thirty areas of medical specialization. The results of the study are expected to be published in the *Canadian Medical Association Journal*. Another current study, under the direction of Dr A.M. Bryans of the Faculty of Medicine at Queen's Univerity, is appraising teaching in the health sciences in Canada. Both these studies will provide badly needed information. However, no study mounted by the universities, the medical profession or the Federal Government, has yet dealt directly and thoroughly with the questions raised by the large influx of non-Canadian medical personnel; it is necessary that such a study be done.

Certain essential facts pertaining to this situation are already clear. The ratio of physicians to population in Canada is now about 1:630 – one of the best in the world. Of the 36,000 physicians in Canada, about 70 per cent are graduates of Canadian medical schools, although in the past ten years or so about 50 per cent of physicians entering practice have come from other countries. Most Provincial Governments now think that there are enough doctors, but they are concerned about the concentration of doctors in larger towns and cities, to the possible detriment of medical services in rural and remote areas. The number of Canadian physicians graduating in 1974 was 1,470. A plateau of about 1,800 medical graduates will be reached in 1977, when the full effects of the medical school expansion begun in 1966 will be realized. The question now concerning federal and provincial authorities is how to stem the tide of immigrant physicians. More than twice as many qualified Canadians apply for admission to Canadian medical schools as there are places available, and Governments have apparently decided not to increase the number of places. The Federal Government and all ten Provincial Governments recently reached an agreement on a policy to restrict the flow of foreign doctors into Canada. Most representations to the Commission favoured such an approach. However, it remains to be seen whether and how this policy will be applied, and what its consequences will be in practice.

Some briefs to the Commission expressed concern that one consequence of the present heavy reliance on foreign medical personnel may be that many doctors now practising in this country, who received their professional education in other lands, may not be sufficiently aware of the Canadian context of medical practice. However, at least one brief noted the speed with which newcomers learn about Canadian medical needs and adapt to them, particularly in such settings as the health centre, the ambulatory care unit and the hospital. But even this brief went on to suggest that 'unfortunately, many newcomers end up in solo practice and in fact continue patterns of practice learned abroad which are not fully relevant now to Canada'. The concern expressed about this subject underlines the importance of continuing professional education, for doctors trained in Canada and abroad alike, to up-date knowledge both about medical developments and about the application of medical knowledge to changing Canadian circumstances. There is room for university medical faculties to enlarge their activities substantially in this area of education.

A more appropriate balance between the numbers of foreign-trained and Canadian-trained doctors in Canada would not by itself solve the medical manpower problem. Complementary steps would also have to be taken to encourage more Canadians to enter certain fields now undersupplied with doctors. For example, Canadian family doctors are in short supply, although the problem is apparently somewhat less serious now than it was only a few years ago. One proposal put to the Commission was that medical schools should accept more older Canadian students since, according to some studies, the older a medical student is upon entering medical school, the more likely he or she is to go into family practice. There is also an undersupply of Canadian medical academicians, that is, of doctors and medical scientists whose interests are in teaching and research rather than in professional practice. A professor of physiology at one Canadian medical school held that 'too few of our medical schools have emphasized the importance of academic medicine to the future of the profession; we have in the main been too concerned with producing practitioners of the art'. Consequently, Canada has had to rely upon other countries to supply many of the highly skilled people needed for this important aspect of medical work. This is particularly true in relatively new areas of scientific work, for example, epidemiology and biostatistics, clinical pharmacology, and behavioural science.

Over one-quarter of the full-time faculty members teaching in the health sciences at Canadian universities were not Canadian citizens in three successive academic years, from 1971-72 to 1973-74, for which data has been made available by Statistics Canada. The proportion of non-Canadians may in fact be higher than this because the total for whom citizenship was not reported ranged from 15 to 22 per cent in these years. In medicine alone the number of non-Canadian full-time faculty members teaching without administrative duties was 30.1 per cent in 1973-74, and over 15 per cent of those with administrative duties (chairmen, deans and others) were citizens of other countries.

In their briefs to the Commission a number of doctors wondered whether it might be possible to introduce some form of 'streaming' in undergraduate medical education to help meet the need for more Canadian graduates in certain fields of medical activity. Other suggested that the shortage of highly qualified Canadians in some areas of research would be minimized if Canadian medical researchers spread their efforts and resources less thinly by specializing in fields in which they already excel or in which Canada has a special interest through historical or other circumstances. All briefs urged that university staff members having a deep-seated interest in research should be provided with more money and more adequate facilities and, above all, with more time to pursue their work. Some suggested that the curricula of senior students should have sufficient flexibility to allow interested students to study with top-rank researchers, on an elective basis.

Several representations expressed concern at the number of undergraduate places in medical education being given to non-Canadian students at a time when so many qualified Canadian students are being turned away. Data from Statistics Canada indicates that over 10 per cent of the undergraduate students in medicine were citizens of other countries in 1972-1973. In Ontario the non-Canadian freshman enrolment in medicine rose to more than 15 per cent in 1974-1975. At the master's degree level 50 per cent of the medical students in the Prairie Provinces were non-Canadian in 1972-1973, as were 29.6 per cent in British Columbia. At the doctoral level the proportion of the students in medicine that were not Canadian was 25 per cent in the Atlantic Provinces, 19.6 per cent in Quebec, 53.3 per cent in Ontario, 36.3 per cent in the Prairie Provinces and 40.1 per cent in British Columbia.

The Commission also received many letters and briefs commenting on the fact that all applicants to Canadian medical schools must write an American aptitude test because no equivalent Canadian test is available. Dr Denis Docherty of Fort Erie, who applied to a Canadian medical school for an application on behalf of one of his children, clearly expressed the view of many Canadian parents, doctors and students when he wrote: 'Surely, in this great country, there must be psychologists who are capable of assessing our own Canadian students and deciding whether or not they are psychologically motivated to attend a Canadian medical school'.[42] The Commission has some sympathy with this view and wonders if the time has not come when it would be more appropriate for the Canadian colleges and faculties of medicine to prepare their own tests for this purpose.

Medicine is not the only field of health in which there is a shortage of Canadian-trained teachers and researchers. For example, until recently most of the teaching personnel at university schools of nursing received their graduate education in the United States, at Columbia University, the University of Washington or elsewhere. More recently some Canadian nursing graduates have been pursuing advanced studies at the new centres for research in medical education (or health sciences) at such institutions as the University of Illinois, the University of Southern California and Michigan State

University. This situation is gradually changing as opportunities increase for graduates in nursing to pursue post-graduate work in this country. However, there is still no programme in nursing in Canada beyond the master's degree level. Such a circumstance can only be described as a gross deficiency in our educational system for the health sciences.

The slowness in developing graduate schools of nursing in Canada has, in turn, adversely affected the amount of research undertaken in this field. Little support has been available for publication, or for investigating problems in nursing health care of particular interest to Canadians. Little has been written about the history and achievements of the profession in Canada. There have been almost no biographical studies of outstanding members of the profession. It is regrettable that some of the leaders in Canadian nursing seem to have received more recognition in the United States, and in Britain and Western Europe, than in their own country.

Similar comments could be made about many other areas in the health sciences, where there is an urgent need to develop more extensive programmes of research and advanced studies and to relate these to Canadian problems and conditions. This is true, for example, of audiology, speech pathology, physiotherapy and the entire range of rehabilitative professions. More support for research, graduate work and publication is also needed in such professional health science fields as pharmacy and dentistry, and at least some of this support should be directed to investigating needs, problems and conditions that may be of particular interest or concern to Canadians.

In all these fields, and in many other areas of the health sciences, the need for qualified personnel to meet the country's essential requirements continues to be pressing. There are, for example, a number of fields in nursing where the need is really urgent. For service in the North and in remote areas in particular, more nurses are required with the special qualifications and training necessary for such challenging work. At present, there is an acute shortage of Canadian nurses willing and qualified to work in the North. The annual turn-over is high among those who do go, more than fifty per cent, and the average length of stay is only fourteen months.

Although programmes of health care for residents of northern Canada have been in existence for years, it is only recently that efforts have been made to provide a programme of studies for the preparation of nurses undertaking this type of service. With the support of the Department of National Health and Welfare, a number of universities are now conducting special programmes of some months' duration for graduate nurses to meet this need. Dalhousie University has developed a two-year diploma programme in Outpost Nursing to prepare registered nurses for positions in isolated areas of northern Canada and other areas where medical care by resident doctors is not continuously available. While these developments are encouraging, it is clear that still more attention and more resources must be directed to meeting the need for northern and outpost nursing services. There is, for example, no programme in Canada to prepare native students for nursing. Yet, as one brief to the Commission pointed out, 'non-Native graduates who go north to provide nursing care lack the understanding of the people they serve, as well as of the climatic and other conditions in which they will be working. Such understanding is difficult to acquire from theoretical study or from limited practical experience with Native populations'. There is a strong case for developing a programme of nursing education in the North, with a curriculum suited to the need of the native peoples and of other northern residents. The Commission hopes that sympathetic consideration will be given to this possibility by the Department of Health and Welfare, by the nursing profession and by universities, which could play a helpful role in the development of such a programme. These and other situations seem also to support those who argue strongly for the development of the concept and role of Nurse Practitioner to meet the often particular needs of health care in Canada.

The need to strengthen education and research pertaining to primary care must be related to the need for a much more active approach to public education by the health sciences in Canada. For example, more attention should be given to training lay personnel to treat acute trauma before physicians arrive at the scene of an accident. In the words of one brief:

> It doesn't make any difference how much time we spend in improving our emergency rooms in hospitals and preparing to treat multiple system failures once they have arrived, if we don't have some means of providing education to the people on the scene to provide a clear airway, carry out resuscitation such as mouth to mouth breathing; and many other things that can be vital in the early minutes of an accident . . . .

The greatest potential for improving the health of the Canadian people may well lie in better programmes of public health education, rather than in research and professional training important though these are. Much more attention, and educational research, should be devoted to this neglected aspect of Canadian health care. The extent of the neglect of public education in health matters, and the importance of the opportunity such public health education provides, were noted by Dr Robertson and his colleagues in *Health Care in Canada*:

> The benefits from effective instruction in these areas could be very great, yet neither the effectiveness of such educational programs as do exist, nor the best ways of educating the public in matters of health so that they actually do something about it, have been, so far as we know, studied in Canada. A search of appropriate Canadian and American journals and a study of annual reports of various agencies, both going back ten years, have failed to produce a single study on just how these important procedures might be made more effective in Canada . . .
>
> There seems to be a complete lack, in Canada, of knowledge about what people want to know about health services, how they might learn to use such information and how they could be motivated to make the best use of health services. Only a considerable research effort, particularly in social and behavioural fields, can hope to provide some of the needed answers. Such research can, and probably should, go on even while much better co-ordinated and planned efforts are made to educate the public in all aspects of health as well as health care.[43]

There are significant Canadian studies dimensions to each of the health sciences in teaching, research, practice and personnel. In many instances these aspects of the health sciences merit more attention than they are now receiving.

Law

Law is related closely to the history of ideas, and to the history and operation of our political and social institutions. The study of law is therefore intimately involved with Canadian studies. To a substantial degree our laws embody the values of our society. Law is, indeed, so much at the heart of any society it is difficult to understand why the Massey Commission almost completely ignored it in its admirable assessment of the state of Canadian culture twenty-five years ago. That it did says something about the way in which the legal profession then perceived itself and was perceived by others. Now that the study of law is everywhere in Canada a university discipline it cannot be ignored in any inquiry into studies relating to Canada at Canadian universities.

Legal education in Canada has undergone profound changes in the past twenty-five years, and with these changes has come a stronger emphasis on the Canadian dimensions of law. Prior to the 1950s the teaching of law was largely the responsibility of the practising legal profession and the judges. The dominating emphasis then was on training for the practice of law and on the immediate responsibility of the profession for this training. As universities gradually assumed responsibility of legal education, they attempted to place heavier emphasis on a critical approach, on the understanding of the legal system rather than the learning of doctrine, and on examining the social context of law and the consequences of laws for the community. In the process legal education in Canada, in both the common law and the civil law systems, has developed a distinctly Canadian character – one that is more oriented towards the social sciences than either the British or French legal traditions, yet less empirical and behavioural in its orientation than the American legal tradition.

In addition to taking, in many instances, a distinctively Canadian approach, numerous law schools in Canada now offer a wider variety of courses with substantial Canadian content. These include, for example, more and better courses dealing with Canadian constitutional law, with the problems of Canadian federalism, with foreign investment in Canada, with Canadian maritime law and with Canadian concerns in international law. None the less, representations to the Commission from many lawyers, judges and legal scholars, as well as from law students, expressed the view that there is still room in our schools of law for more attention to be directed to the significance of law in our lives, and for a stronger perception of legal education as a field of study and research, as well as being the avenue of preparation for a profession. The need to develop further the Canadian component in legal education was stressed. For example, there was thought to be a great deal of scope for more research and teaching about Canadian constitutional problems, about trials of political significance, especially in terms of their cultural impact, about laws affecting race relations in Canada, about our civil liberties and about native rights. Briefs to the Commission argued for more comparative studies of the common law and civil law systems in Canada and for more combining of common law and civil law programmes in law school curricula. At present many common law schools ignore the Quebec civil law system and administration of justice while the civil law schools tend to ignore common law. Several universities, however, successfully combine the two in one faculty or have separate schools for civil and common law.

Briefs suggested, too, that Canadian legal history has been a particularly neglected field. According to one brief:

> . . . the study of Canadian legal history might be expected to be a respectable and flourishing enterprise, but it is not. It has been greatly neglected, and most of the little work that has been done has reflected limited interests . . . . The result is that we know almost nothing about our legal past. We have not even accumulated and organized the major facts, let alone thought about them.[44]

Current attempts to teach Canadian legal history in law schools are restricted to a few courses in a few schools – no doubt reflecting the paucity of research and writing in this field. Moreover, such courses are essentially opportunities for intensive individual research, rather than comprehensive surveys. On the other hand, several law teachers have made legal history their specialty and a few offer courses dealing with such matters as the relationship between Canadian legal development and other areas of human endeavour, particularly in economics and in social fields. Briefs also expressed concern about the lack of treatises on Canadian legal history. Indeed, the Commission's investigations revealed that the preparation of integrative treatises is a major weakness in Canadian legal scholarship. Writing about particular times or themes, rather than on comprehensive topics, was considered to be urgently needed.

In contrast to the state of legal treatises, Canadian casebooks and monographs are becoming more plentiful in a variety of fields, for example, in Canadian constitutional law, specialized areas of administrative law, and environmental law. Teaching in Canadian law schools is largely based on casebooks in which the text of Canadian court judgements and Canadian statutes and regulations predominate. At the same time there has been a proliferation of law reviews and law journals. But it should be acknowledged that much of the first-class writing in periodicals has been the product of a limited number of scholars, some of whom are now retired or near retirement. The Commission was told repeatedly that there is not enough essay writing by Canadian law professors.

An indication that Canadian legal scholarship is still underdeveloped is the fact that, although the Canadian Supreme Court celebrates its centenary in 1975, only one comprehensive jurisprudential study of the Court as an institution has been published, although another has recently been undertaken and a number of useful studies have been made of aspects of the Court's work. Virtually no biographies or comprehensive critiques of the work and influence of individual Canadian judges and lawyers have been written. As one brief pointed out, 'Chief Justice Duff and Mr Justice Rand would have been the subject of any number of studies in England or the United States but, with the exception of one current study on Duff, legal scholars in Canada have ignored them'.

With very few exceptions, the memoirs, diaries, papers and letters of distinguished Canadian judges, lawyers and law teachers have not been preserved, catalogued, analysed or made available to scholars in any comprehensive or methodical way. It is only recently that the Public Archives of Canada has begun to approach judges of the Supreme Court for such materials and to collect papers pertaining to the life and work of members of that Court in any systematic way. Practically nothing is being done to collect archival materials from members of the other courts across Canada. The Commission learned with regret and astonishment, for example, that no university or public archives had ever expressed to a recent Chief Justice of Canada any interest in acquiring and preserving his personal papers. Unfortunately, these papers, which clearly would have been of great interest to scholars in many diverse fields of Canadian studies, have for the most part been widely dispersed or discarded. Similarly, little has been done to capture on audio and videotape the personality, views and experience of leading members of the judiciary and the legal profession.

Statutes and legislatures are also law and legal institutions; so are regulations and administrative agencies. Their processes, functions and history should be as much a matter for legal study as the common law and courts. Biographies are needed of institutions as well as of people.

Other representations to the Commission suggested that legal and judicial statistics could be more fully collected and more usefully structured by Statistics Canada. It would appear desirable for representatives of the profession and of Statistics Canada to work together to this end.

Assessing the general state of legal scholarship in Canada, the 1956 Report to the Canadian Bar Association of the Committee on Legal Research described such research as 'wholly inadequate in quantity and quality to enable the legal profession properly to fulfil its high social obligations'.[45] Recalling this assessment, one brief to the Commission suggested that, 'as concerns the present situation, perhaps one can describe it as being less "adequate" '. The Commission consulted a number of lawyers, legal scholars and judges as to why Canadian legal scholarship remains underdeveloped. The answers were many and varied. In the view of one widely published legal scholar, one barrier to Canadian legal scholarship may be the 'mistaken assumption that we have simply inherited the British judicial system in its full perfection. Even now, there are a lot of scholars within and without legal studies who still believe that'. Another legal scholar recalled the dictum that 'our great English legal and constitutional inheritance should be regarded as a fortress from which to advance, not as a place to rest', and suggested that there has perhaps been a shade too much resting.

Some law professors expressed the view that more 'seed money' is needed to support sabbaticals, research assistance and publication. Others suggested that faculties of law are not doing enough graduate study and that this had adversely affected legal scholarship in Canada. They noted that no law school in Canada has a fully rounded programme of graduate studies. Consequently, most Canadians interested in post-graduate work in law still go to the United States, Britain or France, where such study is further developed and more highly regarded.

One brief suggested that it may not be a bad thing that Canadian law students go outside Canada for graduate studies, since by the time they have spent at least six years in Canadian universities, three of them studying law, 'surely they will have had their fill of Canadian education'. However, the more prevalent view was one of concern. A brief from a prominent legal scholar argued that 'if more were done to advance graduate studies in law in Canada, master's and doctoral theses would grow into books, and supervising professors would find it easier to write treatises if they had the back-up assistance of graduate students'. Developing a parallel theme, a practising lawyer wrote: 'The most important challenge facing legal education in Canada is to strengthen graduate schools because, until they start producing legal scholars, outside influence will continue to dominate our interpretative and philosophic legal thought'. In a similar vein another brief deplored the increased use of American terminology by some Canadian legal scholars and linked it to the large numbers of Canadians taking their graduate degrees at American law schools: 'For example, Canadian researchers are talking about how judges "vote". They don't; they write judgments'.

Many briefs mentioned the need to make new types of graduate programmes available to lawyers who have had practical graduate experience. A programme on taxation being considered at the University of Toronto was mentioned as a case in point. Thery is clearly a need for law schools to develop their continuing education programmes to enable members of the profession to up date their knowledge of legal developments and to relate these to changing Canadian circumstances.

One of the main reasons for the slow development of graduate studies in Canadian law has been a lack of money. A number of briefs mentioned that lack of financial support is a particularly serious problem for the many law students who have family responsibilities. Such briefs noted that American scholarships are drawing to the United States many outstanding students who might otherwise stay in Canada to study. However, this problem was considered to be less serious at present than it once was now that American scholarships and fellowships are becoming harder to obtain and Canadian scholarships are becoming somewhat more plentiful. The length of legal education, as well as its cost, and the fact that most law graduates have been able to find jobs fairly readily upon graduation, discourage many of them from doing graduate work. One can sympathize with students who would like to pursue graduate work in law but are deterred from doing so by the prospect of struggling through additional years under difficult personal economic circumstances to produce a thesis that may eventually be turned into a monograph.

It is, none the less, important that ways and means be found to encourage interested and gifted Canadian law students to continue their studies at the post-graduate levels in Canada in larger numbers. As our society becomes increasingly complex, it is essential that there be more members of the legal profession engaging in research and pursuing their studies at an advanced level. A greater number of highly qualified law graduates are needed now and will be needed in the future, both in practice and to staff the law schools. At present nearly 25 per cent of full-time law faculty members in Canada are non-Canadian, and in two regions of the country over a third of the full-time law faculty have been non-Canadian in recent years. In 1972-1973, the most recent year for which figures are available, of the students enrolled for a master's degree in law at Canadian universities 39.3 per cent were non-Canadians in Ontario, 53.6 per cent in the Prairie Provinces and 100 per cent in the Atlantic region. Only 10 per cent of those studying for a doctorate in Ontario were Canadian.

According to some submissions to the Commission, another reason for the slow development of graduate studies at Canadian law schools is the lack of acceptance of formal post-graduate specialization in law. The opinion was expressed that to make the best use of available funds in the future, Canadian graduate law programmes should specialize in areas of particular interest to Canada, including, for example: the law of the sea, the law of oil and gas, law relating to multi-national corporations, law relating to civil liberties and to the native peoples, constitutional and administrative law, criminal law, family law, commercial law, environmental law and social welfare law. The Commission believes that there is merit in this suggestion. Perhaps each graduate school might usefully seek to develop special competence in one or several of the areas not well developed elsewhere. More important than this, however, is the point that graduate programmes should look at all topics with a Canadian perspective.

Representations to the Commission also argued for an expansion of legal education at the undergraduate level. For example, one legal scholar wrote:

> In my opinion law is the oldest of the social sciences and is possibly the most lacking in definition as such. It certainly is highly dependent on the other social sciences. I feel strongly that legal studies ought to pervade a university and not be confined to a professionally-oriented faculty of law, although that function is of first importance. I have difficulty in understanding how others can overlook the strength of the argument that "law and society" are one and the same and that the study of man in society from any disciplinary point of view requires the input of legal perceptions.

The same brief stressed that, by the same token, the study of law requires the input of perceptions from other social sciences: 'Otherwise, it becomes technical, inbred and soulless'. The converse is equally true.

Nearly all Canadian law schools require those seeking admission to write a Law School Admission Test designed and administered in the United States. Many representations to the Commission made clear that such a requirement is widely resented by Canadian students. As one correspondent noted:

> My objections to it are two-fold: firstly, the qualities for which it tests and, secondly, the content of the paper itself. Both of these, it strikes me, are national problems. The test is three and a half hours of multiple choice questions that probe analytical, statistical, recall and language skills. It is designed for maximum pressure – it can only be done by flat-out speed from question to question. It favours the clever over the reflective, the glib over the thoughtful, the machine-minded and technical-oriented over the literate and perceptive. In short, it embodies all that is objectionable in the American corporate ideal. It is tailor-made for the Harvard Business School. If this is what law is all about, then I want no part of it . . . . The second issue is more obvious, the overwhelming American content. Not simply the use of American place names and U.S. Government figures – I am not chauvinist enought to let that sort of thing bother me. It was the subtler bias of the material. One was expected to be *au courant* with all the latest American hang-ups. The legal community is far too vital a segment of Canadian society to let it slip into these directions. Yet, nearly all of the English language universities of this country use this American test as a major criterion to select Canada's future legal community. One option is the status quo. A second is to demand inclusion in the minority game with our own childish "questions" e.g. "If Syncrude is a rip-off . . . ." The third is simply to get Canadian Law schools off their complacent duffs and have them design their own standardized test if they feel they need one so badly. Heaven knows the legal profession is anything but short of cash, and it's not all that great a task or so much to ask that we cook our own meals for a change and give up our addiction to imported "T-V Dinners".

The Commission understands and sympathizes with the concern expressed by those who made representations to it on this subject. In the chapter dealing with human resources the Commission makes a number of observations and recommendations on the subject of relying upon foreign tests for admission to Canadian academic programmes.

Numerous briefs and representations to the Commission urged that opportunities to learn something about law should be extended to university students in other professions, to students in the faculties of arts and science and to students in the schools. This case was strongly put by the Chief Justice of the Supreme Court of Canada:

> I have no doubt that the vast majority of Canadians ought to be better informed than they are about the main institutions of our law and about the ways in which it operates . . . . We need to introduce the study of our legal system

> into our primary and secondary schools as well as to make it a subject of study in Arts Courses in our colleges and universities . . . . it is at the stages of education earlier than university or college that the familiarizing process should begin . . . . It is of high importance for public appreciation of the protective and positive role of law in a democratic society that our citizenry should not be left to believe that they have no relation to the law unless they get into trouble.[46]

The Commission notes and welcomes the fact that a number of universities have already opened certain of their law courses to interested students from other faculties and that several universities have also made law a subject of study in their arts faculty. Others are planning to do so. The Commission also welcomes the fact that both community colleges and schools in some parts of the country have now introduced some teaching about the legal system into their curriculum. It encourages other universities, community colleges and schools to consider taking similar steps.

Because legal education has an importance that extends beyond the professional law faculties to each citizen, the Commission would also encourage these faculties to conduct more active programmes of extension education, designed to inform interested members of the general public about the Canadian legal system.

The Commission welcomes the kind of initiative recently taken by the University of Toronto in proposing to establish a special training programme for persons in both the public and private sectors 'who wish to acquire greater skills in dealing with human rights and civil liberties, as they relate to the needs of the Native peoples, other ethnic groups, immigrants, women and the poor'.

In concluding this section, the Commission wishes to support the suggestion, advanced in numerous briefs received from law professors, practising lawyers, members of the judiciary, legal scholars and others, that a major study of the state of legal education in Canada should now be undertaken. Not only has there been no recent study of the state of legal education in Canada, but such a study has never been conducted on a national level. Among other things, such a study should review and make recommendations concerning law school curricula, library and archival resources for legal studies, research and advanced studies in law, the problems of funding legal education and research, continuing education for the legal profession, extension education in law for the general public, law in the school curriculum and support for publications in the field of legal education. Serious attention should be devoted to questions about the Canadian context of legal education. The study might be conducted under the auspices of one or several of the Association of Canadian Law Teachers, the Committee of Canadian Deans of Law or the Canadian Bar Association, in co-operation with the Association of Universities and Colleges of Canada, with funding from the Canada Council and/or private sources.

Physical Education

The Commission believes strongly that athletics and sports constitute an integral and important part of Canadian culture and that the educational system should devote appropriate attention to this area of our national life as a legitimate facet of Canadian studies. It is, in fact, difficult to comprehend Canadian culture fully without a knowledge and understanding of the role sport has played in our society. Analysis of sporting events, organizations and personalities will often provide useful insights into the nature of this society. Moreover, it must be recognized that physical health is essential to the well-being of the Canadian community. Yet various national and international studies have made it abundantly clear that Canadians are far from being a physically fit people, despite the great natural opportunities for physical recreation available in this country. In this section the Commission will discuss the need in Canada for highly competent academic and professional staff to conduct teaching and research in this field and to provide leadership in physical education, and in sports, for the benefit of all Canadians, not merely Canada's top athletes.

Universities and colleges have a key role to play in developing the trained professional staff, in conducting research, in setting standards and in initiating the experimental programmes that Canada needs in the fields of physical education and sport. The professional graduate in physical education, like the doctor and the social worker, will be responsible for important aspects of the physical and mental health of the Canadian people. However, the Commission's research revealed that many universities continue to under-rate the significance of their responsibility in these fields. The need for professional standards and for a professional approach to physical education is not always recognized by the university community. Indeed, the plain truth is that programmes in physical education, even when excellent work is being done, are often not generally respected and accepted as being on the same educational level as most other areas of university activity. Nor, in some instances, do the universities require in their physical education programmes the same professional qualifications and rigorous academic standards that they would insist on in other areas of professional education. This was also a major conclusion of the recent report prepared by Dr A.W. Matthews for the Association of Universities and Colleges of Canada and the Canadian Intercollegiate Athletic Union. The report notes, for example, that a significant proportion of the athletic directors at Canadian universities (seventeen out of fifty-six) did not hold an advanced degree. Only four of this number held faculty status. At ten universities the coaches were reported as not holding any academic qualifications at all. Yet, as Dr Matthews had pointed out:

> Quality athletics demand highly competent academic and professional staff with the motivation and ability to provide leadership. An established university policy that coaches will be a joint-appointment, or a cross-appointment, between athletics and physical education can have significance for the future development of athletics. It is in the university setting that one might expect to find the expertise to upgrade athletic performance.[47]

Failure by the universities to respect and to develop professional competence in the field of physical education may be responsible for the fact – to which Dr. Matthews draws attention – that 'in the present flurry of appointing national coaches and technical directors for many of the sports being assisted by Sports Canada, it has been considered necessary to import this expertise'.[48]

In the past decade, however, noticeable improvements have taken place in the number and quality of physical education programmes offered at the university level. But the rapid expansion of such programmes has compounded, at least in the short term, the non-Canadian influence in this area of university education. In 1962-1963 only thirteen universities offered degrees or special certificates in physical education and recreation.[49] By 1973-1974 the number had risen to thirty-six.[50] The number of universities offering master's degrees in this field increased during the same period from two to fourteen. One university, the University of Alberta, now offers a PhD in physical education. This rapid expansion required universities to recruit a large number of non-Canadians particularly Americans, as teachers and administrators because of the earlier slowness in developing post-graduate programmes in physical education in Canada. For the same reason most Canadians were obtaining their advanced training in this field in other countries. Thus, a large majority of physical education teachers, athletic directors and athletic administrators at the university level in Canada are foreign-trained and a great many are foreign citizens.

Outside the university, too, foreign-trained personnel dominate many aspects of Canadian sport. For instance, since World War II, with only one exception, all the coaches in the Canadian Football League have been trained in the United States. Dr Matthews observes that 'theses coaches, in the main, have shown little appreciation of or consideration for differences between American and Canadian cultures and have continued to deprecate the approach of Canadian universities to their particular sport'.[51]

Many representations to the Commission revealed concern about the cultural implications of such a situation. Some worried that the heavy reliance on personnel trained in the United States is leading to the whole-scale Americanization of university athletics. As evidence of this trend, they cited the adoption by Canadian universities of the American sports ethic with its emphasis on winning rather than on offering a valuable educational and recreational experience to a maximum number of students, both male and female. This worry was sharply expressed, for example, by one teacher of physical education at a university in the Maritimes who wrote to the Commission as follows:

> When were educational goals, inherent within our Canadian sports traditions, superseded by the ethics of winning? I would suggest to the Commission that, over the years, there has been a gradual take-over by American personnel in key administrative positions within our University athletic programmes. Many . . . have contributed enormously to the growth of Canadian intercollegiate sports. However, in the recent past, far too many of these coaches and administrators have only been concerned with the winning of sports events and not with the educational processes supposedly involved.

Other circumstances have compounded this situation: the pervasive influence of American culture on Canadian life, and the sports spectacular on television, have also contributed to a growing acceptance by some Canadians of the view that the purpose of sport is winning. But it is the influence of foreign-trained university athletic administrators and coaches in fostering this ethic that should not be underestimated.

There is a distinctive pattern and character to Canadian sports that is the product of the distinctive history and environment of this country and of the influences to which it has been exposed. The traditional games and physical skills of the native peoples, the deep feeling for sports and games of the British, the love of international competition and of sportive tableaux of the French, and the American emphasis on physical education and coaching skills have all contributed substantially to the style and content of sports in Canada, as have the traditions and sporting interests of many other cultures represented in this country. The opportunities and limitations of geography and climate have also brought to bear their own powerful influences on the orientation and development of physical recreation in this country. The result has been a Canadian view of sports and physical recreation that is different from that prevailing in any other country, including the United States with its much more extensive emphasis on competition. Indeed, as Dr Matthews has observed, 'it can be said that a basic difference in philosophy is involved'.[52] The Commission would regret any further erosion of this particular philosophical difference between Canadian and American values, and it is clear that a great many other Canadians share this feeling. It is, therefore, encouraging to learn that

> the discipline of physical education in Canada has developed and is maintaining its own distinctive characteristics. In the graduate programmes in physical education that are now developing it is being recognized that our universities should be responsive to a much larger international scene plus the unique situation of society. This can be equally true of our athletic programs.[53]

In the Commission's view, school and university athletic programmes should encourage the participation of students at every level of competence, and should not be geared only or primarily to competition at the top. A broad programme of individual activities and intramural sports should be provided to enable as many students as possible to take part. In this situation the professional graduates of physical education programmes will have an even larger role to play in the educational system and cultural life of the country. Trained personnel, with a thorough grounding in exercise physiology, biomechanics, motor-learning, and other aspects of the modern discipline of physical education, will be needed to provide instruction and leadership in athletics at every level of education and in many community activities.

At present, however, many students are denied opportunities to participate in athletic activities, or are discouraged from doing so, because of the emphasis placed upon cultivating or recruiting the superior athlete who will win games, or set records, and so gain prestige for the coach or the school or the university. At the university level such an emphasis often leads to the recruitment of a large number of student athletes from the United States, thereby contributing to the Americanization of university athletics in Canada. The extent to which this is occurring is indicated by the fact that in the final play-off game for the 1973 Canadian Intercollegiate Basketball Championship only one player on the starting teams was not an American citizen.

Many student athletes have been lured to Canada from the United States by athletic scholarships and, in some instances, by 'under-the-table' financial arrangements. To combat this trend, the Matthews report recommended that soliciting of student athletes not extend beyond the methods and geographic boundaries of an institution's usual secondary school contacts. Dr Matthews further recommended that the AUCC Committee of Executive Heads establish guidelines to eliminate the soliciting of the athletic services of non-Canadians by university athletic departments, and that if guidelines do not prove effective, the Canadian Intercollegiate Athletic Association should establish a minimum Canadian content to limit the extent of non-Canadian participation on teams in a given report. The Commission strongly supports these recommendations and, indeed, the entire general argument of Dr Matthews's thoughtful and constructive study.

Many of Dr Matthews's recommendations, if implemented, would help to solve some of the most pressing problems relating to non-Canadian influence in university athletics in Canada. But, more than anything else, Canadians (both inside and outside the university community) must re-think their basic attitude toward sports if this country is to achieve professional self-reliance in physical education, and a more widespread public participation in athletics and recreational sports. If these objectives are achieved, a greater measure of excellence in competitive athletics will no doubt also be achieved.

Although the development of physical fitness and pursuit of a higher degree of excellence in athletics are currently matters of increasing interest in Canada, many Canadians too often still view sport as merely a diversion or an amusement. They do not yet recognize that it is a serious factor in terms of national health, an important aspect of our national culture, and, hence, a legitimate field for professional and academic study. As one writer has already pointed out, the Massey Commission, for example, completed its survey of the state of Canadian culture with no mention of sport.[54] Although attendance at a drama or musical at the O'Keefe Centre or the Charlottetown Festival is considered exposure to 'culture', similar involvement in a highly skilled athletic contest is decried as 'useless spectatorism'. It is this 'too dehydrated view of culture' that the federal Task Force on Sports attempted to exorcize.[55] The Task Force recognized that sport is a vital part of our culture and that it involves the spectator as well as the participant. Its *Report* argued, therefore, that 'a form of culture which involves perhaps 90% of our people is as valid a field of government interest and support as that which involves 10%, particularly because sport makes a central contribution to our awareness of ourselves'. Yet, as the *Report* then noted, important national agencies, such as the Canada Council, and many special programmes of the Department of the Secretary of State, have been created to support the arts and other traditional forms of culture, while sports and physical culture are still substantially ignored by educators and public policy-makers alike. In the past few years growing financial support has been extended to sports and physical culture, but the amount of this support bears little relationship to their importance in the lives of Canadians.

Given this attitude and lack of support it should be little wonder, then, that the field of physical education and sports recreation remains largely underdeveloped in Canada as compared to such countries as Denmark, Sweden, Great Britain, the Soviet Union and Germany. Nor should it be surprising that sports and physical culture are treated in a cavalier fashion by many educators who should know better. At the elementary level of education, many schools are still without gymnasiums. At most of the elementary schools that have gymnasiums, these facilities are scaled grotesquely to the size of adults, with ten foot high basketball standards, for example, rather than being designed to the proportions of the children using them. Seldom is a qualified physical educator a member of the school staff; sports are left primarily in the hands of regular teaching staff, who are rarely trained to teach even the fundamentals of physical education. At the elementary school level in Canada physical educators are still having to struggle against the notion that a gymnasium period is not needed as long as recess is provided.

At the secondary school level physical education is recognized as part of the curriculum, but this subject is paid only lip-service in many schools. Schools allocate time for gymnasium periods in ways that will not detract from 'more important subjects'. Sports and physical fitness programmes are often not included as part of the normal school day. Instead, they are still regarded as being essentially 'extra-curricular activities' to be pursued by the student after class and outside the real educational programme. The reality of the role of physical culture and sport at the secondary level is such that the Hall-Dennis *Report*, for example, made no reference at all to the subject in its 258 recommendations to the Province of Ontario.[56] In such an atmosphere how can Canadians learn in their formative years to recognize the importance of physical fitness, the value of physical education and the role of sports in our national culture?

At the post-secondary level, too, sports and the broad concept of physical culture receive short shrift in Canada. For example, most universities do not receive Government support towards the operating cost of their sports programmes. Nor is there adequate support for the capital costs involved. Since athletics is considered to be an ancillary service rather than an integral part of the educational process, intercollegiate and intramural programmes have to depend almost entirely on student athletic fees at many universities.

The Commission believes strongly that it is high time that Canadian educators, at all levels, recognize the importance of sports and physical culture in Canadian life. The universities have a particular opportunity, and obligation, to provide leadership in this field because of their responsibility for professional training in the area of physical education. Physical education is, or should be, an important profession in Canada. The profession needs more support, both moral and financial, to extend research and graduate work, to strengthen its teaching programmes and to produce more graduates qualified to meet Canadian needs.

This country has a rich and distinctive heritage in sports and physical culture. But Canadians seem smitten with cultural amnesia when it comes to this important aspect of our history and national life. Ned Hanlan, for example, probably brought more fame and recognition to Canada than any other citizen has ever done. As the world's single sculling rowing champion from 1880 to 1884, and the holder of the championships of Canada, England and the United States, undefeated in three hundred consecutive races, Hanlan was a legend in his lifetime.[57] Yet even the school children of Toronto, his native city, now scarcely know his name. The prodigious feats of strength of Louis Cyr, which literally amazed the world in the 1890s are little better known in his native Quebec. And the achievements of the four men who returned to New Brunswick from Paris, France, in 1867 after being hailed as the rowing champions of the world are almost completely forgotten. Yet the exploits of 'the Paris Crew' drew far more attention in the world press than did the creation of our Canadian Confederation in the same year.

One of the ways in which Canadian educational insititutions can encourage a greater knowledge and appreciation of our physical culture is through the curriculum itself. Unfortunately, the educational system largely neglects sport as an academic subject. Where social history is taught, very often sport is not included or, at best, it is passed over briefly. Women's sport and the many achievements of our female athletes are rarely acknowledged. To the extent that sport is treated at all, American sports heroes and events often receive much greater attention than do Canadian figures and events. There are encouraging signs, however, that sport is becoming more widely viewed as an important part of our culture and as a legitimate facet of Canadian studies. For example, a number of university physical education departments are now actively encouraging students to do research and to write on Canadian sport subjects. The University of Alberta and, more recently, the University of Windsor have been pioneers in this field. In addition, several universities now offer courses specifically concerned with the history and sociology of sport in Canada. Unfortunately, however, historians and sociologists generally have been unwilling to consider sport and physical culture as an area worthy of scholarly investigation. This attitude has been a serious deterrent to students and faculty members wishing to work in this field.

Sport and, more broadly, physical culture offer wide scope for Canadian studies in such disciplines as history, sociology, economics, business and the health sciences, as well as in professional programmes of physical education. There is a need for more courses in various fields of study to examine this subject, often on a co-operative, transdisciplinary basis. In addition, there is room for much more research activity and publication in this field. Many Canadian newspapers are available on microfilm, making it possible for students to do original research on sports events and to form their own opinions and interpretations about these events and the circumstances surrounding them. Audio-visual resources also offer great scope for teaching and research in this field.

The Public Archives of Canada has initiated a sports history programme that involves collecting, cataloguing and making available to researchers correspondence files, minute books, financial records and other archival materials of many Canadian sports organizations, as well as the papers of prominent athletes, physical educators and sports executives. Such materials are a valuable source of information about the development of Canadian sport and of Canadian culture. They should contain much of interest to scholars in diverse fields and to the general public. The Public Archives is also co-operating in a number of programmes with existing sports institutions, such as the Hockey Hall of Fame. Areas of co-operation with the Hockey Hall of Fame, for example, include the protective copying of records, photographs and scrapbooks, and the exchange of information concerning the location of display items and of papers of archival interest. The Commission welcomes these timely initiatives and commends the Public Archives of Canada for helping to preserve source materials about an important aspect of Canadian culture that were in danger of being lost.

More extensive research and teaching about physical culture and sport should help Canadians to become more aware of the role of sport and of physical fitness in their lives, and of the contributions made by Canadians in this area. It should also stimulate more interest among Canadians in physical education as a professtion with a vital contribution to make to the health and culture of this country.

Social Work

Briefs and representations to the Commission indicated a strong feeling that the profession of social work, and the associated field of social welfare studies, have a particularly important contribution to make to Canadian studies. As the director of one school of social work stated:

> Since our primary responsibility is to prepare students for social practice in Canada, I believe that our whole programme has a strong Canadian orientation.

Spokesmen for a number of other schools of social work and social welfare studies expressed similar views. An examination of the curriculum at both the undergraduate and graduate levels makes clear that primary attention is given in this area of professional education to Canadian social problems and social issues. The brief of one university listed a range of courses in which Canadian studies are 'particularly visible'. These included courses in the humanistic foundations of social work practice, social problems and the individual, the analysis of social problems, social welfare as a social institution, selected topics in social policy and services, social work administration, community practice, community planning and development and specialized studies in social welfare policy and services. Submissions from other schools stressed the Canadian orientation of courses relating to child care, family services, public assistance, group services, medical and health services, corrections and physical and social rehabilitation.

In these fields and others it was recognized that it is important to provide students with a thorough understanding of the Canadian context in which they will ultimately seek to apply their skills and knowledge. It was noted, too, that field work in teaching as well as applied social research involved a direct and continuing relationship with the concerns of the Canadian community. Thus, professional education in social work in this country has, almost by definition, a strong Canadian orientation. What is less clear is whether or not the overall needs of the country in this important field, for professional graduates and for services and research, are being adequately met.

The most recent report from Statistics Canada on statistics relating to Canadian schools of social work provides a great deal of interesting information.[58] But the statistics in the report raise as many questions as they answer. One problem is that the statistics are effectively three years old by the time they are in the hands of those who will find this information helpful in planning educational programmes in this area. The Post-Secondary Education Section of Statistics Canada is doing very useful work. Indeed, the value of their work is often not fully recognized, or appreciated, by the academic community. However, as this situation illustrates, more support must be provided to Statistics Canada by the Government to enable this and other sections of its operation to be of maximum assistance to the public.

The Statistics Canada report indicates that in the fall of 1972 there were thirteen departments of social work offering degree programmes at the undergraduate level and twelve graduate schools of social work, distributed among eighteen Canadian universities. Ten years earlier, there were eight undergraduate and five graduate programmes in social work. Thus, there has been a very substantial growth in the educational opportunities available at Canadian schools of social work. However, despite this expansion, it is far from certain that the essential needs of the country are yet being fully met in this field. In fact, in some areas, it seems clear that much remains to be done to meet national requirements in social work. In 1972-1973 only one doctorate was awarded in social work in Canada. At present only one university (Toronto) is conducting a doctoral programme in this profession. Since the number of students enrolled in this programme is increasing, it may now be desirable to establish doctoral programmes in social work at several other universities. In particular, consideration should be given to the establishment of such a programme at a French-language university and also at a university in Western Canada.

At the Master of Social Work level the data from Statistics Canada indicates little growth in the number of degrees conferred since 1968-1969. Indeed, in 1972-1973 only 943 students were enrolled at the master's level in social work at schools across Canada, a drop of approximately 14 per cent from the year before. Only one school in the Atlantic region is offering a degree in social work at the master's level, and only three are doing so west of the Great Lakes. There are indications that more graduates holding an MSW degree are required and that there should be an expansion of existing MSW programmes to meet this need. In addition, several universities not now offering such programmes should consider doing so to meet regional needs.

At the undergraduate level there is only one school or department of social work at an English-language university in the Atlantic region, and only two in the four Provinces west of the Great Lakes. Total full-time undergraduate enrolment in social work in Canada in 1972-1973 was well under two thousand (1,715). Statistics Canada data indicates that very few of these students came from Prince Edward Island, Nova Scotia, Saskatchewan or British Columbia, the four Provinces in which no undergraduate programme in social work was being conducted. Yet the need for qualified graduates in this profession is certainly no less in these Provinces than in the others. Similarly, barely a handful of students from the Yukon (four) and the Northwest Territories were enrolled in undergraduate social work programmes. The question can well be asked if enough is being done to prepare students to meet the particular and often distinctive needs of northern Canada for social workers. Is enough thought being given to the special problems that will confront the social worker in this vast region? Is enough encouragement and assistance being extended to students from the North to enrol in social work? Are adequate numbers of non-northern students in social work being prepared to serve in the remote regions of the country? On an even more basic point, what relationship does a total of less than two thousand undergraduates in social work bear to the future needs of Canada?

Nobody seems to know the answers to these and to many other related questions about present and future requirements for social work education in Canada. A varied host of educational programmes in social work and social welfare studies has developed in this country during the past decade without any systematic investigation of the supply of, and demand for, social workers. It is now more than twenty years since any national study was made of Canadian needs and resources in the social work field. Consequently, as the dean of one school of social work frankly observed,

> today no one knows how many jobs would be considered to fall within the social work/social welfare rubric in Canada, nor do we know how many are filled by trained people or otherwise, and what employers would prefer to have . . . . We have at present programmes within twenty universities, but some offer more than one degree. No one knows whether we should have this many programmes or twice as many to meet the needs of Canadians and the demands of the social services for manpower . . . . A massive systematic study, as we approach the 1980s, would be a *sine qua non* for the development of educational programmes during the next fifteen years.

The Commission concurs in this assessment and recommends strongly that a national review of future requirements in social work education in Canada be undertaken as soon as possible. Such a review might be sponsored by the Canadian Association of Schools of Social Work, in conjunction with the AUCC, and be funded by the Department of National Health and Welfare, which supported the last major study of national needs in this professional area, published in 1954.

In addition to examining the broad future Canadian requirements for graduates in social work and social welfare, the proposed national review should study the need for different kinds of training to meet the demands of different jobs and different situations. To this end representatives from the community colleges and technological institutes that have programmes in this field should be invited to participate in the review and to contribute to its findings.

The national review should also examine the need for more support for graduate work, research and publication. Representations to the Commission deplored the dependence on American sources for teaching materials in the field of social work and noted a need to encourage and assist the preparation of textbooks and teaching materials dealing with Canadian concerns and situations. Among the many areas in which a need for more Canadian teaching materials was suggested were problems of the native peoples, group work and community organization, public administration, cultural pluralism, the organization of society and problems experienced by immigrant groups. In practical work more use could be made of compilations of local and regional records.

Until recently research in this profession has had very little support from the Canada Council, and it is not at all clear whether lack of support from this source has been fully offset by research grant support from other sources such as the Medical Research Council and the Department of Health and Welfare. Nor is it clear whether or not adequate scholarship assistance is being provided to students in this profession. Statistics Canada's report indicates a puzzling and considerable decrease in the number of scholarships granted at the master's level by different agencies in 1972-1973, from 480 in the preceding year to 260. Such extraordinary fluctuations in the level of scholarship support create intolerable problems both for students and for those attempting to plan educational programmes on an orderly and continuing basis.

At the undergraduate level those conducting the national review may wish to consider the implications of the questions put to universities by the Education and Personnel Commission of the Canadian Welfare Council's Committee on Undergraduate Education in a study undertaken in 1965:

> Are university faculties of arts and departments of social science at a stage where they may be interested in some experimentation with undergraduate programmes in the social sciences which may have more direct applicability to the needs of an occupational field such as social welfare? Are there ways in which the merits and values of a broad liberal education in the social sciences and humanities can be blended with a more focused vocational preparation which could serve the manpower needs of the field of social welfare? Could this be done without undue or inappropriate inroads being made into the content or integrity of a liberal arts education?

The review body might also wish to consider a proposal made to the Commission that consideration be given to the establishment of a Graduate Institute of Applied Social Policy aimed at providing advanced training to people from diverse fields in the special tasks of social policy formulation and promotion.

Many representations to the Commission stressed the need for closer liaison and continuing consultation between university staff members in social work and members of the public service with responsibilities for social policy and social services at the federal, provincial and municipal levels. Such consultation has proven to be of mutual value in developing informed and appropriate responses to a wide range of Canadian social problems. In addition, it has often enabled those responsible for education in the profession to relate their programmes more realistically to current needs. Moreover, a good working liaison between the schools of social work and those sharing their concerns in the public sector has frequently set the stage for useful research work as well as for opportunities for students to obtain significant practical experience. There are, thus, on many counts, reasons for a close association between faculty members in social work and those working in related areas in the public service. This fact both reflects and adds to the particular orientation to Canadian concerns of professional education in social work.

In the same vein, it is natural and desirable for many faculty members in social work and social welfare studies to have close and active associations with individuals and organizations in the private sector who share mutual concerns. The advisory and consultative role of faculty members in social work is a large one and it constitutes an important, integral part of their proper academic responsibilities. Unfortunately, this point has not always been fully understood and appreciated by university administrations and by other elements in the academic community. Participants in the proposed national review might, therefore, wish to consider whether somewhat more recognition should now be given by the universities to the concept of creative professional activity on the part of faculty members in social work in dealing with such matters as appointments, promotion, tenure, salary, and sabbaticals.

Finally, the Commission draws attention to the growing need for schools of social work to develop programmes of re-training and continuing education for members of their expanding profession to help them to relate their work more effectively to the changing problems and conditions of Canadian society. The Commission notes, as well, the scope for extensive programmes of public education in this field.

Social work, as a profession, is in large part directly related to the study and alleviation of Canadian social problems. In order that the profession can make its full contribution to the life and welfare of this country, it is time for a thorough and comprehensive national review to be conducted of the future requirements of social work education in Canada.

Conclusion and Recommendation

Education for the professions is a subject of great importance in an era challenged by the problems arising from the proliferation of knowledge and the increasing complexity of society. To meet these problems it is essential to ensure that our society is provided with adequate numbers of graduates trained in the professions, and that, to an appropriate degree, their education, and the research that stands behind it, has been related to the needs and particular circumstances of Canadian society.

In this chapter the Commission has made, or drawn attention to, a large number of specific suggestions and recommendations for strengthening the Canadian component in education for the professions. In concluding the chapter, the Commission wishes to make one major recommendation and, in doing so, to stress the need for detailed studies of the educational programmes of each profession. Such studies have received comparatively little attention in Canada. When they have been conducted, it has usually been in the context of one Province, or region, or of a single institution, rather than on a national basis. Studies of professional education in the broader Canadian context are now badly needed in many different fields.

Such studies should include an examination of the extent to which the educational programmes for each profession are meeting the present and future requirements of Canadian society both in teaching and in research. The studies should help to ensure that these needs receive adequate attention by identifying problems and areas of opportunity for more work directed to these needs. Moreover, such studies should be conducted with some frequency and regularity in order that the information that they provide is sufficiently up to date to be useful to those responsible for the educational programmes of the professions.

The Commission has in mind, for example, the types of studies conducted by Dr Max von Zur-Muehlen and by Professor George A. Garrett about business education[59] and forestry education,[60] respectively. Dr von Zur-Muehlen's study, which is questionnaire-based and concentrates on the development of business education in Canada since 1960, provides detailed data about the number, citizenship, teaching, research and consulting activities of faculty and about the programmes offered at both graduate and undergraduate levels to both full and part-time students. Professor Garrett's study, which is even more comprehensive, surveys the development of forestry education in Canada since its introduction at the beginning of the century and examines its impact on Canadian life both in the past and in the present.

These studies provide information and a perspective for those engaged in education in these two professions. Both studies make helpful recommendations for the future, based upon their findings and conclusions. They might well serve as models for much needed similar studies in agriculture, architecture, education, engineering, law, physical and health education, social work and many other professional fields. The Commission strongly recommends that the major award-granting bodies of the Federal Government, in close co-operation with universities and professional associations, seek out and support competent scholars to undertake such studies of education for the professions in Canada.

FOOTNOTES:

[1] Northrop Frye, the Convocation Address delivered to engineering students at the University of Waterloo, June 1972.

[2] Cyril O. Houle, 'The Comparative Study of Continuing Professional Education, '*Convergence*, Vol. 3, No. 4 (1970), p. 7. This number of *Convergence*, edited by J. Roby Kidd, is devoted to articles that examine the state of continuing education for the professions in various countries and also explore the problems of defining the term *profession* in an educational context.

[3] See, for example, the *Project Reports* dealing with continuing education in various professions in various countries prepared for the Committee for Higher Education and Research of the Council of Europe *(Continuing Education in the Medical Profession in Switzerland; Continuing Education of Teachers in the Netherlands*; etc.).

[4] The chapter of the Commission's *Report* dealing with human resources contains further information about the citizenship of students and teaching staff at Canadian universities and makes specific recommendations on this subject.

[5] Claude T. Bissell, *The Strength of the University* (Toronto, 1968), pp. 188-189.

[6] Robert Steel, 'The Professions and Their Contribution to Opinion Forming and National Policy Making', a paper presented to the Commonwealth Foundation seminar on *Mutual Interaction Between Professionals, Academics and Civil Servants*, Longston, Jamaica, January 1975, p. 3.

[7] John B. Macdonald, 'Relationships Between the Professions and the Universities', a paper presented to the Commonwealth Foundation Seminar, Kingston, Jamaica, January 1975, pp. 4-5.

[8] *Report of the Commission of Inquiry on Health and Welfare*, the Government of Quebec (Quebec, 1970), Vol. 7, Part 5, Tome 1, p. 27.

[9] Macdonald, p. 8.

[10] The Honourable Eugene Whelan, an address to the Northumberland and Durham Beef Improvement Association, Port Hope, Ontario, 29 March 1974.

[11] *A National Statement by the Faculties of Agriculture and Veterinary Medicine at Canadian Universities*, Science Council of Canada (Ottawa, 1974).

[12] John C. Parkin, 'Canadian Architecture Since 1945', a paper presented to the Society of Architectural Historians, Minneapolis, Minnesota, 26 January 1961.

[13] Further comments and specific recommendations on this subject are contained in the Chapter of the Commission's *Report* dealing with the study and conservation of Canadian cultural property.

[14] Many schools of business studies plan their courses in the general perspective of management, the principles of which are applicable to a broad range of organizations – public or private, service or manufacturing, large or small. Such schools bear a variety of names, for example, 'Faculty of Business Administration and Commerce' (Alberta), 'Faculty of Management Studies' (Toronto), 'Faculty of Business' (McMaster). The Commission recognizes that the terminology 'Business and Mangaement Studies' used in the title of this chapter may not be the same as that used in every university business school in Canada.

[15] For a discussion of the development of American business schools, see Robert A. Gordon and James E. Howell, *Higher Education for Business* (New York: Columbia University Press, 1959).

[16] Economic Council of Canada, Fifth Avnual Review (Ottawa: Queen's Printer, 1968), p. 43.

[17] Max von Zur-Muehlen, *Business Education and Faculty at Canadian Universities*, Economic Council of Canada (Ottawa: Queen's Printer, 1971).

[18] For example, D.J. Daly and Rein Peterson, 'On Bridging the Gaps', *Management Science*, Vol. 20 (December 1973).

[19] Further discussion and specific recommendations concerning business archives are contained in the chapter of the Commission's *Report* dealing with archives and Canadian studies.

[20] Post-secondary education as a field of study and as a profession is discussed in a separate chapter of the Commission's *Report*, dealing with the study of Canadian higher education.

[21] Questions relating to engineering are also examined in the chapter of the Commission's *Report* dealing with science, technology and Canadian studies.

[22] J.J. Brown, *Ideas in Exile: A History of Canadian Invention* (Toronto, 1967), p. 2.

[23] Andrew H. Wilson, 'Does Canadian Engineering Have a Heritage or a Future?', *Science Forum*, Vol. 42 (December 1974), p.25.

[24] O.J. Zanatta et al., *Report of the Commistee on 'Canadian Engineering for Canadian Engineers'*, Association of Professional Engineers of the Province of Ontario (Toronto, 1973).

[25] O.J. Zanatta et al., p. 4.

[26] Wilson Eedy, *Environmental Cause/Effect Phenomena Relating to Technological Development in the Canadian Arctic*, National Research Council of Canada (NRC Associate Committee on Scientific Criteria for Environmental Quality, Ottawa, 1974).

[27] These and related points are discussed and well documented by Philip A. Lapp and his colleagues in their report to the Committee of Presidents of Universities of Ontario: *Ring of Iron, A Study of Engineering Education in Ontario* (December 1970).

[28] David Dickson, 'Academic Developments in Mechanical Engineering', *Times Higher Education Supplement*, 8 November 1974.

[29] *Canadian Journal of Civil Engineering*, Vol. 1, No. 1, (September 1974), pp. iii-iv.

[30] J. Harry G. Smith and Gilles Lessard, *Forest Resources Research in Canada*, Science Council of Canada, Special Study No. 14 (Ottawa, 1971).

[31] *Seeing the Forest and the Trees*, Science Council of Canada, Report No. 8 (Ottawa, 1970).

[32] *A National Statement by the Schools of Forestry at Canadian Universities*, Science Council of Canada (Ottawa, 1973).

[33] *The Learning Society: Report of the Commission on Post-Secondary Education in Ontario* (Toronto, 1972), pp. 23-24.

[34] An Act Respecting the Medical Research Council, Section 4 (1) (a), Chapter M-9 (Ottawa, 1970), p. 5033 (italics added).

[35] H. Rocke Robertson et al., *Health Care in Canada: A Commentary*, Science Council of Canada, Special Study No. 29 (Ottawa, 1973) p. 27.

[36] *Science for Health Services*, Science Council of Canada, Report No. 22 (Ottawa, 1974), p. 13.

[37] *Reforms and New Trends in Medical Undergraduate Education*, Council for Cultural Co-operation, Council of Europe (Strasbourg, 1973).

[38] The question of citizenship and manpower requirements in post-secondary education is discussed in wider context in a separate chapter dealing with human resources.

[39] Robertson et al., pp. 19, 71.

[40] John R. Evans, "Co-ordination of Education Programs", a speech delivered to the Second National Conference on Health Manpower, Ottawa, 21 October, 1971.

[41] H. Rocke Robertson et al., *Health Manpower Output of Canadian Educational Institutions*, Association of Universities and Colleges of Canada (Ottawa, 1973).

[42] Quoted in the Toronto *Star*, 24 March 1973.

[43] Robertson et al., pp. 135, 137.

[44] This brief has been revised by the author, R.C.B. Risk of the Faculty of Law, the University of Toronto, and published as a scholarly article in the *Dalhousie Law Journal*, Vol. 1, p. 227.

[45] F.R. Scott et al., *Report of the Committee on Legal Research, Caandian Bar Review*, Vol. 34, No. 9 (November 1956) pp. 1000-1001.

[46] The Honourable Bora Laskin, 'Directions in the Law: Considerations for the Educator', *Quarterly of Canadian Studies* (Winter, 1972), pp. 168-169.

[47] A.W. Matthews, *Athletics in Canadian Universities* (Ottawa: Association of Universities and Colleges of Canada, 1974), p. 35.

[48] Ibid.

[49] E.F. Sheffield, ed., *Canadian Universities and Colleges 1962*, (Ottawa: Canadian Universities Foundation, 1962).

[50] *Universities and Colleges of Canada*, (Ottawa: Statistics Canada and Association of Universities and Colleges of Canada, 1974), pp. 525-526.

[51] Matthews, p. 53.

[52] Ibid.

[53] Ibid, p. 3.

[54] F. Cosentino, 'A Case for Sport', *Journal of Canadian Association for Health, Physical Education and Recreation*, Vol. 40, No. 2, (Nov. -Dec., 1973), pp. 3-6.

[55] *Report of the Task Force on Sports for Canadians* (Ottawa: Queen's Printer, 1969), pp. 13, 14.

[56] *Living and Learning: The Report of the Provincial Committee on Aims and Objectives of Education in the Schools of Ontario* (Toronto: Ontario Department of Education, 1968).

[57] Frank Cosentino, 'Ned Hanlan: Canada's Premier Oarsman, A Case Study in 19th Century Professionalism', *Ontario History*, Vol. 66, No. 4 (December 1974), pp. 241-250.

[58] *Statistical Information on Schools of Social Work in Canada as of December, 1972* (Ottawa: Statistics Canada, 1974).

[59] Max von Zur-Muehlen, *Business Education and Faculty at Canadian Universities*, Economic Council of Canada (Ottawa: Queen's Printer, 1971).

[60] George A. Garrett, *Forestry Education in Canada*, Canadian Institute of Forestry (Vancouver, 1971).

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Canadian Studies Abroad

Rationale: Why Canadian Studies Abroad?

THE COMMISSION ON CANADIAN STUDIES was established primarily to examine and report upon the state of teaching and research in studies relating to Canada at Canadian universities. But the performance of this task would be incomplete without some examination of the state of Canadian studies outside the country as well.

The subject of Canadian studies abroad has received only limited official examination since the Massey Commission on National Development in the Arts, Letters and Sciences reported in 1951 on 'The Projection of Canada Abroad'.[1] The Massey Commission noted that Canada's cultural relations with other countries were referred to by sixty-four of the organizations that made representations to it. The Commission concluded that 'this interest was a reflection of the importance now attached to this subject' and that it 'also expressed the belief of citizens that Canadians in this sphere had arrears to make up'. Twenty-five years after the Massey Commission held its hearings, the Commission on Canadian Studies received literally hundreds of representations on the subject of Canadian studies abroad. Yet this subject constitutes only a small, though significant, part of Canada's external cultural relations. The research conducted by this Commission, as well as the fact that so many representations were made to it on this subject, confirm the earlier conclusions of the Massey *Report* that this is an area of substantial public interest and concern. Indeed, it is clear that both the interest and the concern have grown steadily in the intervening quarter-century.

The Massey Commission observed further that the subject of Canada's cultural relations and activities abroad was 'perhaps the most difficult and complex of the matters assigned to us in our Terms of Reference'. Again, the experience of the Commission on Canadian Studies confirmed this view. The ramifications of the needs and issues relating to Canadian studies abroad are so extensive and so complex that they might well have merited study by a separate commission. In fact, Canadian studies abroad could justifiably have become the subject of an entire report.

The Commission's first concern in this area of its inquiry was to ascertain the extent to which Canada is the subject of teaching and research abroad and, in particular, to attempt to identify the contribution that universities outside Canada make towards promoting an awareness and knowledge of Canada. This, in turn, required an assessment of the work done in support of Canadian studies abroad by the Canadian Government, universities and other agencies.

The Commission also endeavoured to examine the extent to which Canadian scholars themselves are engaged in research and study, both at home and abroad, about institutions and events in other countries which have or have had an impact on Canadian society. For example, the operation of Canada's parliamentary institutions and the shaping of Canadian law cannot be understood fully except in the context of the British parliamentary and legal traditions in which they are so often deeply rooted. Nor can many of the distinctive institutions, legal arrangements and traditions of Quebec be properly studied without an examination of their roots in France. Similarly, Canada's political culture has to be studied in the context of the political and social thought of other countries that has influenced, and continues to influence, the patterns of thought in this country. The influence of American political thought and economic activity is obviously of immediate relevance to an understanding of Canada. The fact that the subject matter of these examples is rooted in the soil of other countries does not diminish its importance for Canadian studies.

In the preparation of this section of its *Report* the Commission corresponded with all of Canada's diplomatic missions abroad to request information about programmes and courses relating to Canada offered by universities throughout the world. It met at various times with senior representatives of the Canadian Department of External Affairs, and kept closely in touch with them throughout the course of its research. It corresponded with dozens of Canadians teaching or studying or doing research in various parts of the world, and maintained informal contacts with many other Canadians living abroad. Members of the Commission met with Canadian diplomats at a number of Canadian missions abroad. The Commission also corresponded or met with representatives of centres, schools and councils engaged in external cultural relations on behalf of other countries. In addition, the Commission invited and received a great many helpful briefs and informal submissions on this subject from many individuals and groups, both within Canada and from abroad.

In gathering information and opinion, the Commission encountered certain difficulties — largely resulting from the lack of attention that has thus far been given to the subject of Canadian academic and cultural relations abroad. Because of this, its findings cannot represent a complete inventory of activities in the Canadian studies field outside Canada. However, they constitute a fuller record of information on the subject than has ever previously been assembled and provide a sound basis for the observations, conclusions and recommendations that follow.

A major observation, which can be reported at the outset of this chapter, is that while teaching about Canada in universities outside the country is at present limited and generally inadequate, more is going on than might have been expected. However, academic activity relating to Canada and academic knowledge of Canadian affairs outside this country are rarely co-ordinated in comprehensive programmes. Nor, with just a few recent exceptions, have courses about Canada offered abroad received any significant support and encouragement from Canadian sources. Consequently, attention to Canadian affairs in courses at universities outside Canada is fragmentary and seldom firmly integrated into the curriculum. In most instances where universities abroad devote any attention to this country, they study Canada not as a distinct nation but as a part of North America or of the Commonwealth or of the Francophone community. In such cases Canadian content is often marginal or incidental. Even where Canadian studies do exist as such, they are frequently on haphazard footing. In many instances they have resulted from the personal initiative of an expatriate Canadian teaching abroad who has persuaded his colleagues to allow him to teach something on Canada. But this is often in addition to, and has a lower priority than, his other responsibilities. The normal offering is a survey course in Canadian history, politics or literature, which frequently ceases to be offered if the enterprising faculty member leaves the university or becomes too busy to continue to teach the course. Lack of library resources, of financial resources, and of qualified teachers, also, of course, play a part in the absence of courses about Canada in universities abroad, even when there is a demonstrated interest in the subject.

For the most part, the universities located in countries with which Canada has close economic and cultural ties have been no exception to this general pattern. They have tended to view Canada as being either not sufficiently different from their own country, or not sufficiently exciting, to merit special study; or they have simply considered Canada to have no importance except, occasionally, as an extension of the United States.

In most countries universities are highly influential in the shaping of individual attitudes and perceptions, particularly as these relate to other nations. One eminent observer has affirmed this principle with reference to the relations between Canada and the United States:

> The obvious role of the university in Canadian-American relations, as the crowning achievement of any national system of education, is to clarify and to deepen the understanding of each country for the other. And yet this basic role is not being played effectively by the universities of either country. The main reason for this is that we take understanding for granted and refuse to acknowledge the existence of problems in understanding.[2]

Similarly, in the *Report of the Royal Commission on National Development in the Arts, Letters and Sciences* it was argued that 'the promotion abroad of a knowledge of Canada is not a luxury but an obligation, and a more generous policy in this field would have important results, both concrete and intangible'. Yet it would appear that academic familiarity with Canada is still uncommon in other countries.

It is little wonder, then, that our image abroad is vague, when it is not a complete distortion. Canada is still rarely viewed abroad as a distinct country and society whose history, politics and literature merit serious intellectual examination. A few of the old 'ice and snow' myths linger on and the epithet of 'the unknown country' may have acquired a new meaning.

In large measure this lack of knowledge about Canada results from our own failure to undertake any real and sustained effort to make this country better known and understood abroad. The formal and informal contacts that the Commission has had throughout the world bear testimony to several facts. First, while Canada has until now received only limited study abroad, there is a substantial and growing interest in our country's history and affairs in many other countries. Second, this interest in Canadian studies has as yet received little encouragement or practical assistance from Canadian sources. Third, where courses have been taught about Canada, there appears to have been no shortage of interested students. If more courses about Canada were offered abroad (introduced with care in appropriate places) there would be little difficulty in attracting students in a variety of fields. Fourth, positive support from Canadian sources for the development of Canadian studies abroad would be well received in many countries.

The general domestic neglect of Canadian studies, which is examined in the other chapters of this report, has thus been paralleled by a neglect of Canadian studies abroad. To date very little has been done to encourage and assist those interested in Canadian studies in other countries. Beyond this, we have failed to make the point to others (and perhaps also to ourselves) that Canada is worth studying for itself; that our geography, history, government, institutions and way of life are distinct and fascinating; that a knowledge of Canada and of its problems can also be helpful to an understanding of other cultures and of the problems of other societies, especially when these show similarities to our own. In fact, the regional, bilingual, multi-cultural and federal character of Canada, and the geographic and economic diversity of the country, make Canada an ideal subject for the study of many themes which have world-wide relevance and which offer the most vigorous intellectual challenges. One of the Commission's correspondents made this point in these terms:

> The natural growth of Canadian studies, and the crises which have deepened appreciation of the need for further study of Canada — especially the crisis of nationalism in Quebec and the increasing tensions of the cultural, economic and military relationship with the United States — have begun to transform the quality of reflection on Canada. In Canada and abroad, there is increasing recognition that Canadian problems are of general and philosophic interest, that Canada is, after all, part of the historical mainstream and subject to the same difficult social and political problems as other communities.
>
> There is thus increasing reason for students of history and society in other countries to examine the Canadian experience. And because the country is in the midst of a prolonged and intense crisis, there is also increasing need for Canadian students of their own country to have the benefit of studies done from the more distant perspective of other countries.[3]

The factors limiting the development of Canadian studies courses abroad have included a lack of research and reference materials relating to Canada and of the funds necessary to sustain Canadian studies through the formative period. With some notable exceptions, primarily in the United States, university library holdings relating to Canada are weak. Few major collections of Canadiana exist outside the country.

The fact that activity in the Canadian studies field outside Canada has been so limited has had direct consequences for Canadian scholars and students. Canada is missing opportunities to know more about itself because it is not placing sufficient emphasis upon identifying, gathering, organizing, preserving and using the wealth of basic research materials outside the country that bear directly upon Canada. The papers of immigrants to Canada, business and commercial records, foreign Government documents and documents relating to organizations active in Canada but headquartered abroad suggest only some of the possibilities. Nor have we always been sufficiently enterprising in seeking from other countries information on issues that are of mutual concern, such as native and language rights, the arctic environment, multi-national investment, or social and educational policy, to mention but a few current examples. In these and many other fields there is great scope for both collaborative and comparative studies associating Canadian scholars and institutions in other lands to their mutual advantage and to the benefit of their respective societies.

Not only can we benefit from the examination by Canadian scholars of such sources abroad as have been suggested, but we have much to gain from the study of this country by foreign scholars. Whether foreign researchers come here or not, they can provide a perspective on Canada that might otherwise be lost to us because of the various and contrasting ways in which disciplines have developed abroad. As each national community applies its system of thought and values to a given area of study, the results (especially in the humane subjects) tend to be different. The differences in perspective can only help to illuminate the reality.

In the following sections of this chapter, attention will be given to the role of Government in the development of Canadian studies abroad and to the Commission's findings concerning the present state of Canadian studies in over forty countries.

Present Support from Canadian Government Institutions for Canadian Studies Abroad

All of the representations received by the Commission on the subject of Canadian studies abroad, whether from within Canada or from external sources, stressed the need for a greater appreciation on the part of Canadian Governmental institutions of the potential value of a well-planned programme of support for Canadian cultural relations with other countries. Many of the representations cited instances in which it was felt that significant opportunities to serve Canadian cultural interests abroad and to advance research and teaching about Canada had been lost because of the absence of a co-ordinated Government policy in this field. Concern was repeatedly expressed at the apparent indifference (more colourful language was often used) shown by successive Canadian Governments to the important cultural aspects of this country's external affairs. It is clear that both individual scholars and scholarly organizations, in large numbers, feel strongly that existing funding policies, channels of communication and organizational structures are inadequate to cope with the complex problems of Canada's involvement with international academic activities. It was urged upon the Commission that what is needed is a well-planned and co-ordinated policy, which is adequately funded and which involves co-operation between individual scholars, universities, academic organizations and Government agencies. The Commission's own inquiries confirm in general this widespread view of the present situation and of the kind of action that is required to correct it.

The main responsibility for the Canadian Government's relations with universities outside Canada rests with the Bureau of Public Affairs of the Department of External Affairs. Within this Bureau the Cultural Affairs Division and the Information Division each engage in activities relating to Canadian studies abroad. There is an Academic Relations Division. However, it has been concerned primarily with the Department's relations with the academic community within Canada, rather than with academic liaison abroad. The Information Division is often the channel of communication between the Department of External Affairs and the academic community in other countries, and it is sometimes the agency through which the Canadian Government extends financial and material support to institutions and scholars in other countries. The Cultural Affairs Division, which is divided into four sections (Programmes and Planning, Artistic Exchanges, Academic and Youth Exchanges and UNESCO), has also undertaken a number of imaginative and helpful initiatives to support Canadian studies abroad. But it, too, has been greatly hampered by a lack of funds. Of the total budget of approximately $140 million for the Department of External Affairs for 1973-74, the allocation to the Cultural Affairs Division was only slightly more than $2 million, over half of which was already pre-committed for academic exchanges. The programme funds actually available to the Division to support the entire range of other cultural activities, including any new initiatives, was thus less than one million dollars. This is appreciably less than the sum provided for these purposes by almost every other developed country of comparable population.

In addition to this comparative lack of financial resources, Canada's external cultural and academic affairs are hampered by the lack of adequate procedures for consultation and co-ordination with the many other offices and agencies of the Federal Government that have some responsibilities in this field. These include, for example, the Canada Council, the National Research Council, the International Branch of the Ministry of State for Science and Technology, the Canadian International Development Agency, the Citizenship Branch and other offices in the Department of the Secretary of State, and elements in the operations of half a dozen other Ministries of the Federal Government.

The interest of the Provinces in educational and cultural affairs at the international level is also reflected in the activities of various provincial departments and agencies, and in the expanding activity of the Council of Ministers of Education, Canada. In addition, various non-Government associations and organizations have a special interest in external cultural and academic relations, including, for example, the Association of Universities and Colleges of Canada (AUCC), Canadian University Service Overseas (CUSO), the Royal Society of Canada, the Humanities Research Council, the Social Sciences Research Council, and a large array of learned societies. More effective procedures are required to ensure regular and frequent consultation and co-operation with and amongst these and other bodies concerned with external cultural affairs.

There is, in particular, an urgent need for more co-ordination in the planning of external cultural policy between the Department of External Affairs and the Department of the Secretary of State, which has the prime responsibility for domestic cultural policy at the federal level. It is also essential that there be close consultation and co-ordination in the planning and conduct of external cultural and academic policy with the Ministry of State for Science and Technology. The broadening scope of this Ministry is reflected in the new mandate of its International Branch which, its press releases state, is to be 'responsible for seeing that Canada gets the greatest benefit from world scientific and technological resources, that Canada is adequately represented in scientific and technological activities abroad and that these relationships are compatible with domestic and foreign policy'.

The Department of External Affairs currently concerns itself directly with universities abroad in two principal ways: through book gifts and through the support of academic exchanges. As noted earlier, the Department devotes more than half of its modest programme budget for cultural affairs to academic exchanges, providing some two hundred scholarships annually to foreign students at the post-graduate level. This support is of course reciprocated by the Governments of the other countries involved in the exchange agreements which, in turn, provide equivalent scholarship opportunities for Canadian post-graduate students. Similarly, under cultural exchange agreements with various countries, there is also a programme funded by the Department to bring scholars from these countries to visit Canadian universities. During their stay in Canada, the visiting scholars give lectures and direct seminars for students, faculty and the public in addition to pursuing their own academic interests. At the same time, Canadian scholars are invited to return similar visits to the countries participating in this programme. In the 1974-1975 academic year a total of $100,000 was available for this purpose, to be awarded under a cultural exchange programme administered by the Canada Council on behalf of the Department of External Affairs.

From time to time, in connection with a special event such as the achievement of national independence or the inauguration of a national library, the Department of External Affairs has presented collections of Canadian books to foreign countries. The use made of such book gifts may sometimes be a bit disappointing, or even bizarre. For example, one such collection was kept by the recipient in a sealed glass case labelled 'independence gift', another is said to grace the personal library of a foreign dignitary, and a third was sent by the Foreign Minister of the country concerned to his law school Alma Mater which was mystified to receive a collection of Canadian poetry and novels. Nevertheless, the idea has merit and most recipient countries or institutions have made good use of such book gifts.

A more systematic approach to book giving was initiated by the Department in 1971 with the introduction of a new programme under which selected national and university libraries abroad are to receive some one hundred and fifty titles each year for an experimental five-year period. It may well prove desirable to continue this programme beyond the five-year period, and to develop it further, provided that means can be found to ensure that the books are placed in institutions that really do wish to make use of them. It is also essential to ensure that the books contained in such gift collections will be genuinely useful to their recipients. This has not entirely been the case to date because the book gift programme was originally conceived as a federal purchasing programme designed primarily to aid Canadian publishers, rather than as a means of assisting students and scholars in other countries who are interested in learning or teaching about Canada. The two purposes of the programme need not be incompatible, however, if proper care is taken in the selection of the books.

A further book gift programme is administered in the United States by the Information Division of the Department of External Affairs. Under this programme 200 senior high schools each receive 100 Canadian books for their libraries. Again, this programme has merit, despite some unresolved problems concerning the selection, distribution and use of these book collections.

In 1973-1974 the Department initiated a programme of travel grants to assist Canadian university professors who have been invited to teach for a given period of a month to a year in foreign universities. In that year twenty-three professors received some assistance with their travel costs from a total fund of $25,000. In 1974-1975 this fund was enlarged to $40,000. However, it still falls far short of meeting the needs in this field.

The Department of External Affairs assists Canadian studies abroad in a variety of other minor ways, some of which will be noted elsewhere in this chapter. However, the extent of its activities in support of Canadian academic and cultural relations abroad is still very limited and bears little relationship to the needs and resources of this country or to its international responsibilities.

This limited Canadian effort is in sharp contrast to the initiative shown by other countries in the field of cultural relations and, in particular, in promoting knowledge of themselves through research, and teaching abroad. The United Kingdom, for example, spends over $45 million each year through the British Council to foster a fuller knowledge and a better understanding of Britain in other countries. The Council has offices in some eighty overseas countries and maintains or supports nearly two hundred reference libraries. It sponsors a wide range of activities, including the teaching of English, support for English studies in general, scholarship programmes, and interchange schemes in the educational, scientific, cultural and professional fields. It arranges tours in the performing arts and exhibitions of fine arts and books. It also provides valuable assistance to many of the 25,000 scholars, students and teachers who visit Britain each year.

France has perhaps the most extensive programme of external cultural and academic relations in the world. It embraces a wide range of activities related to education, the arts and technology. Substantial efforts and resources are devoted to the promotion of French-language education in other countries and to other aspects of French studies abroad. There is generous support for a highly organized series of visiting lectureships in foreign countries.

The Government of the United States, too, invests heavily in cultural programmes designed to promote abroad an informed interest in the United States. Visits, exchanges, exhibits, tours, book presentations, research, writing, lectures and conferences involving the university community are sponsored through the United States Information Service (USIS). The projected budget of the USIS for 1974 was in excess of $220 million.

Within the last two years, the Government of Japan has given $1 million to each of ten universities in the United States (the University of California at Berkeley, Chicago, Columbia, Harvard, Hawaii, Michigan, Princeton, Stanford, the University of Washington at Seattle, and Yale) and over one million dollars to universities in the United Kingdom as part of an overall programme to promote Japanese studies throughout the world. At the same time it has encouraged Japanese industry to make some extraordinarily generous gifts to a number of universities to endow chairs and programmes in the United States and elsewhere abroad. Plans are now well advanced for a $15 million Japan Institute at Harvard University, which will be very largely financed by funds from Japan.

As part of its extensive programme of external cultural and educational activities, the Government of Germany supports 116 cultural centres in sixty countries, including three in Canada, in Ottawa, Montreal and Toronto. In contrast, Canada has only one fully-developed cultural centre in operation outside the country, in Paris.

Foreign Governments and private interests outside Canada have, indeed, done more to promote Canadian studies abroad than has the Canadian Government itself. This is particularly the case in the United States. In that country, for example, the William H. Donner Foundation of New York contributed $1 million dollars to make possible the establishment in 1969 of the Center of Canadian Studies in the School of Advanced International Studies of Johns Hopkins University. In 1973 this Foundation donated a total of $754,429 to expand the study and teaching of Canadian affairs in the United States, including grants to support undergraduate and graduate Canadian studies programmes at five American universities. The establishment of the Canadian studies programme at the University of Rochester was assisted by a grant from the Rockefeller Foundation and the programme was subsequently assisted by a substantial grant from the

Carnegie Corporation. In 1974 the United States Office of Education provided financial assistance to Duke University to support research and teaching on Canada. Moreover, within Canada itself American sources have also often been more receptive to appeals for support for Canadian studies than Canadian Governments and private donors have been.

Clearly it would be both inappropriate and unrealistic for the Canadian Government to take upon itself the whole burden of initiating and financing Canadian studies at universities throughout the world. Academic bodies, the universities, individual scholars and private donors, both within Canada and abroad, all have an important role to play. Moreover, the Provinces have a legitimate interest in this field. However, the Federal Government's potential role as sponsor and catalyst is a broad and important one that deserves substantial development. At present there appears to be no single and effective point of focus for the Canadian Government's involvement in cultural relations abroad and no strong, well-funded agency able to assume the responsibility for ensuring support and encouragement for teaching and research in Canadian studies outside Canada.

In short, then, submissions to the Commission on Canadian Studies argued: that the inadequacy of Canada's programme of external academic liaison is a reflection of a wider problem, namely, that Canada does not place any kind of priority upon her cultural relations with other countries; that Canada stands alone among the world's industrialized nations in lacking a well-developed policy regarding her cultural relationships with foreign countries; that the mechanisms in Canada for conducting external cultural and academic relations are, in the words of more than one brief, 'half a century out of date' in terms of current international practice; that Government support for Canadian external cultural relations, and within these for Canadian studies abroad, has been meagre, haphazard and arbitrary; that such support as has been given has often been weakened by a lack of co-ordination in the planning of policy and in the implementation of programmes; and that there has been a regrettable failure to sustain worth-while initiatives and to promote new opportunities. The Commission concluded that there is a good deal of truth in all these assertions.

Several of the briefs on the subject of Canadian academic links overseas made proposals for the development of a programme of Chairs of Canadian Studies to be established at a number of universities outside Canada. These chairs would provide a focus and stimulus for Canadian studies in the university and country in which they were located. They would also contribute indirectly to the international exchange of people and ideas. Moreover, they would contribute to the development of a more informed and widespread public and media interest in Canadian life and affairs.

In general, the briefs received by the Commission argued for the permanent endowment of a chair or chairs at specific universities. However, one interesting brief took a different approach, suggesting that such chairs should be established not on a permanently endowed basis, but for a limited period of time – perhaps for five years. In this way, two or three chairs might first be established at selected institutions where some significant interest in Canadian studies has already been expressed. In succeeding years additional chairs could be established at other universities, also on a trial basis. In due course, support for those chairs that had not been successful could be discontinued. Where the trial establishment of these chairs had clearly served to generate a sustained and growing interest in Canadian studies, steps might be taken to endow them on a permanent basis. Such an approach would offer some advantages in terms of lower initial costs and greater room for experiment. Both this flexible approach and the more traditional approach of permanent endowment have merit, and there is ample scope for either or both of these approaches to be followed, depending on the circumstances.

The Commission believes that proposals for a programme to establish Chairs of Canadian Studies at selected universities abroad should receive increased encouragement and support from the Department of External Affairs, in co-operation with other interested departments and agencies of Government. The private sector in Canada and abroad should also be actively encouraged to provide some support for Chairs of Canadian Studies outside this country. Similarly, there is scope and need for support from Canadian private and Governmental sources for a whole range of less elaborate activities in Canadian studies at universities abroad. Help could usefully be extended to assist selected universities to initiate, or to develop further, programmes, courses, research or events in the Canadian studies field.

Canada's cultural relations abroad have been severely neglected, in spite of the fact that cultural links can provide one of the most enduring and influential forms of association between nations. Canada has, for example, bilateral cultural agreements with only five countries: France, belgium, Brazil, Italy and the U.S.S.R. A counting up of such agreements is of course, not always the most effective way to measure the priority that a country places upon its external cultural relations. Some countries prefer informal to formal arrangements, and many cultural exchanges and activities take place, therefore, without bilateral agreements. Nonetheless, a senior member of Canada's Foreign Service suggested to the Commission that:

> By and large, if a country wishes to take seriously its cultural relations with another country nowadays, it tries to arrange a formal agreement with that country which will spell out and make binding one another's obligations. If a country does not wish to engage in significant cultural exchanges with another country, it normally tries to leave matters as informal as possible.

Similarly, in 1974 Canada had Cultural Officers, or Attachés, in only seven cities abroad: Brussels, London, Mexico, New York, Paris, Peking and Washington. In other centres Canada's cultural affairs are usually the responsibility of junior officials who are already burdened with other duties that almost invariably are assigned a higher priority. Obviously, the extent of interest in this country's affairs will vary considerably around the world according to such factors as proximity to Canada, the existence of historic ties and the general level of awareness resulting from artistic, cultural and economic exchange. Much more can be done, however, to extend this level of general interest.

As a result of its enquiries, the Commission reached the emphatic conclusion that we in Canada are not doing enough to make the country better known abroad, or to encourage opportunities in other countries for those who wish to study Canada. Canada does very little to impress upon others that ours is a land of immense interest and relevance and that our achievements and potential in countless fields meet the highest world standards. As one of Canada's most senior diplomats expressed it to the Commission:

> Unlike almost every other country, we just do not believe in promoting ourselves abroad, and we have really little appreciation of the importance of telling the world about ourselves and about what we are doing. For example, in the field of adult education, Canada is perhaps the most advanced in the world. But, when people come across any booklet printed about our programmes, they automatically assume it is American. Similarly, I have seen numerous instances where foreign newspapers have reported foreign aid from the United States, France, Britain, the Soviet Union, and other countries, say, in the case of disasters, but there have been no references to Canada, even though our contributions in these cases have been substantial. It's simply that we haven't made a point of letting people know about them, while other countries have certainly let the world know about theirs.

This failure may be directly related to the apparent reluctance of the Canadian Government to become involved in cultural matters, particularly in its overseas affairs. This hesitancy has been variously attributed to constitutional considerations, to the presumed and often real political risks involved and to the failure of successive Governments to appreciate the value to Canada of developing strong cultural ties with other countries. A more basic explanation, however, may simply be that this is one aspect of national development that has not yet achieved a condition of maturity. In general, external cultural relations are seen as peripheral by Government and this view is shared by large sections of the public and by many Canadian politicians. Such indifference to external cultural promotion may have been understandable in the past; but as the country's cultural and intellectual resources have become significant, this indifference becomes a matter for criticism rather than for complacent acceptance.

The low level of financial support provided to the Public Affairs Bureau of the Department of External Affairs, and within it to the Cultural Affairs and Information Divisions, for cultural affairs and academic liaison abroad is thus a source of continuing concern. Even the limited budget made available for these purposes may be among the first to suffer in those years in which the Department faces pressure to cut back on its expenditures. Often, too, because of pressures militating against the support of cultural affairs, the Government finds it easier not to take desirable initiatives in this field or to take them in the guise of trade and commerce activities or foreign aid programmes, rather than to act confidently in the form of appropriate cultural programmes.

A further consequence of the low priority now given to external cultural affairs should be remarked upon. This is the effect of departmental priorities on hiring and career advancement. The current situation in External Affairs tends to discourage individual members of the Department from developing an interest and competence in the field of cultural affairs and from making a career in cultural posts in the Canadian Foreign Service. The view was expressed to the Commission on more than one occasion that advancement in Canada's Foreign Service is generally slower in the cultural field than in, for example, the economic or political fields. Most heads of mission, naturally, see their duties as being essentially political, that is, explaining Government policy to foreigners and interpreting events in the host country for the Canadian Government. Some of them, however, have carried on cultural and academic relations very effectively on an informal basis reflecting their personal interest in this area and an awareness of its importance. Canada owes a great debt to these individuals for their service and initiative. But there is a lingering suspicion amongst many of our Foreign Service Officers that such personal contributions are not particularly appreciated or adequately rewarded. In confirmation of this view, they point to the lack of sustained encouragement and support from Ottawa for staff activities in the cultural field.

Like many of the countries with which it is dealing, Canada needs amongst its Foreign Service Officers some who are professionals in the area of cultural affairs. It is no longer adequate, as is still often being done, to assign the responsibility for cultural matters to junior members of the staff, to be coped with as best they can on top of their other duties. Nor, given the increasing scope and complexity of national and international cultural affairs, is it adequate any longer simply to assign various people to work in this field for a limited period of time on a rotational basis. There is a clear need for the Department of External Affairs to be recruiting and training some Foreign Service Officers for a full career in the cultural area. Beyond this, the Department will then need to extend to such people the support and the recognition in terms of their career prospects that their important contribution to Canada's external affairs can merit.

In addition to developing within its own ranks staff members with professional expertise in cultural affairs, the Department might usefully consider calling upon professionals in the Canadian academic and cultural community outside External Affairs to serve for periods of time in positions where it would be helpful to have their knowledge, experience and point of view. It has been traditional for the Foreign Services of France, Britain, the United States and India, for example, to draw upon their academic and broader cultural communities for this purpose. For example, Professor Charles Ritcheson, formerly Lovell Professor of British History at the University of Southern California, was appointed Cultural Attaché at the American Embassy in London. His predecessors in that post have included Cleanth Brooks, the literary critic, and Allan Nevins, the historian.

The Massey Commission concluded twenty-five years ago that 'for good or ill, information and cultural matters are now becoming more and more an essential part of foreign policy' and that 'Canada, in this respect, is out of step with the rest of the world'. It observed that 'in this important national activity Canada has fallen behind other democratic countries including some with smaller populations and much more limited resources'. Unfortunately, these same comments are substantially true today. Despite the thoughtful recommendations of the Massey Commission, a low priority and very limited resources have been devoted to the cultural dimensions of our country's external affairs. Although some useful steps have been taken in this field, there is still a great gap between what is being done and the needs and opportunities of the situation. There is still a basic failure to recognize the importance of external cultural policy and to provide adequately for its support.

The time has come, indeed is past due, for Canada to take a new approach to the cultural aspects of its international relations. The new approach should recognize, among other things, that Canada has much to offer the world in cultural matters; that our country is coming of age culturally; that more and more countries show interest in knowing about what is going on here; and that Canada does benefit from dollars spent on external cultural promotion. This new approach will involve providing a respectable budget for external cultural affairs and enlarging the scope of our country's activity in this field. It will require the creation of effective procedures and mechanisms for consultation amongst all the agencies, private and Governmental, that are concerned with culture, and it will require the development of real working relationships between them. It should involve a new and more forthcoming approach to public relations, both at home and abroad, and a willingness to adopt a higher profile in such matters, one that can be seen and judged both by Canadians and by others.

It has become apparent, too, that new structures, as well as new attitudes, are needed in support of Canada's cultural relations abroad. The Commission studied carefully the agencies in this field that have been established by other countries, including the British Council, the Direction Générale des Affaires Culturelles et Techniques of France and the United States Information Service. However, each of these agencies has developed from circumstances, and often from imperial traditions, that are foreign to contemporary Canadian experience. While there is much to be learned from their operation, no one of them is entirely satisfactory as a model for Canada to adopt.

In terms of structure, what is required more than anything else is a rationalization of Canada's efforts in this field. The new approach must, of course, centre upon the essential responsibility for external affairs of the Department of External Affairs. But it must be based upon closer co-operation and consultation between that Department and the numerous other departments and agencies active in cultural matters at the federal level, as well as with appropriate provincial departments and agencies. It is essential that there be such consultation and co-operation both in the planning of policy and in the administration of programmes. In this process, the Department should not hesitate to draw more heavily upon the special knowledge and expertise available in the Canadian scholarly and cultural community.

In order to open the door to this wider process of consultation and co-operation, the planning and administration of cultural activities within the Department of External Affairs will need to become more flexible and to some degree more independent of traditional departmental considerations. The divisions within the Department that are responsible for external cultural affairs must be strengthened, not only to enable them to discharge enlarged responsibilities but also to ensure that they constitute a sufficiently strong presence that this important aspect of external affairs will not be relegated to an ancillary or peripheral position.

For the same reasons it would also be useful to consolidate the responsibility for external cultural affairs under one division of the Department. The present division of such responsibilities between several divisions of the Department makes it difficult, even for keenly interested members of the public, to know what is in fact being done or not done and who is responsible for what. If it is difficult for Canadians to fathom such a fragmented operation, it is no wonder that it is a total mystery to the cultural communities in other countries. Fragmentation of responsibilities also renders more difficult the process of consultation and co-operation about external cultural matters with other Governmental and private bodies. The obvious step now would appear to be to broaden the scope of the Cultural Affairs Division and to develop it as a major section of the Department.

To help initiate this new approach to external cultural relations, the Commission recommends the formation of an independent Advisory Council for External Academic and Cultural Affairs, consisting of private citizens, to assist the Department in planning academic and cultural programmes external to Canada. The Council should also have associate members representing the various departments and agencies of the Federal Government involved in cultural and educational affairs abroad including, in addition to the Department of External Affairs, representatives of the Department of the Secretary of State, the International Branch of the Ministry of State for Science and Technology, the Canada Council, the National Research Council, and the Medical Research Council. In addition, arrangements should be made to ensure appropriate liaison between the Advisory Council and provincial departments and agencies.

The Advisory Council should, at regular intervals, review, assess, and make recommendations about the whole range of Government programmes relating to external cultural affairs. It should make proposals for new programmes and help to co-ordinate the operation of existing ones. It should report publicly each year upon its activities, findings and recommendations.

The development of a strong programme of external cultural activities, commensurate with the needs and resources of this country, will require a substantial increase in financial expenditures. A realistic annual budget for the cultural affairs programme of the Department of External Affairs would be at least five times the current level of support for these activities, or approximately fifteen million dollars at the present time. The programme budget for external academic and cultural affairs should be reviewed each year by the Advisory Council, as well as by the Department, to ensure that it is adequate to meet the growing needs and opportunities in this important area of Canada's external relations.

Such developments within the Department of External Affairs must be accompanied by appropriate developments in other agencies of Government and in the independent and voluntary organizations that are also concerned with external academic and cultural affairs. In this connection the Commission commends the work that the International Programmes and Awards Divisions of the Association of Universities and Colleges of Canada have been doing in assisting the Canadian Government with the negotiation of agreements with foreign countries concerning academic equivalences, awards and exchanges, and in helping to administer the exchanges and awards which are provided for in these agreements. This has become a major responsibility for the AUCC and the Commission recommends that a foreign awards section should now be created within the Association's Awards Division to deal with this large and growing aspect of its work. The AUCC is providing an important public service in handling these matters for the Canadian Government and the full costs of this service should be met by an annual grant from the Department of External Affairs.

Recent proposals by the Government have left the future role of the Canada Council somewhat uncertain. In the past the Council has provided valuable assistance with many and varied activities relating to Canada's external cultural and academic affairs. If the Canada Council is to continue to provide assistance with these matters, in whatever new role it may be cast, the Commission recommends that it give consideration to establishing a special section or division with specific responsibility for this aspect of its work.

The Commission would also like to pay tribute to the very useful work that is being done, on a very limited budget, by the Canadian Commission for UNESCO. In keeping with the mandate of UNESCO from the United Nations 'to advance the mutual knowledge and understanding of peoples by encouraging co-operation among the nations in all branches of intellectual activity', the Canadian Commission for UNESCO sponsors many practical activities that link Canadian studies with international thinking on similar subjects. Such activities are in a variety of fields, among them communications research, linguistic diversity and cultural pluralism, international liaison and exchange in the natural sciences, architectural heritage, and developments in education. Yet the total annual budget made available by the Canadian Government to the Canadian Commission for UNESCO for this valuable work is still appreciably less than that provided to their national UNESCO Commissions by the Governments of many of the other developed countries. The Commission on Canadian Studies believes that the quality and worth of the work of the Canadian UNESCO Commission merits increased support and therefore recommends that the proposed Advisory Council for External Academic and Cultural Affairs review the programme and budget needs of the UNESCO Commission in order to recommend to the Canadian Government more adequate support for its work.

The Royal Society of Canada, the Social Sciences Research Council, the Humanities Research Council and a number of the other learned societies and associations in Canada have recently been giving consideration to their appropriate role in maintaining and developing academic relations abroad. Many of the learned societies are active in fostering liaison and co-operative endeavours with scholars and academic institutions in other countries. The Commission recommends that the proposed Advisory Council for External Academic and Cultural Affairs encourage and assist the learned societies in any way possible in reviewing their interest in external academic affairs, and that the Advisory Council and the learned societies together examine ways in which the societies might play a fuller part in the planning and implementation of Canadian external academic and cultural policy.

Finally, the Commission on Canadian Studies wishes to report that throughout its work it received a steady stream of inquiries from people and organizations abroad who are interested in Canadian studies. These inquiries came from individual scholars, from academic institutions and associations, from potential donors and even from Governments. The Commission received requests, for example, for information about what is being done in Canada, and by whom and where, in various fields of teaching and research about this country. It was frequently asked to assist in planning Canadian studies programmes or courses or to suggest the names of Canadian scholars who might be willing to give this help. Other requests were related to the problems of planning and arranging for library purchases of Canadian materials. However, the most common request was simply to ask if the Commission could put the inquirer in touch with a Canadian scholar, having a common academic interest, with whom he or she might then correspond.

The number and scope of these inquiries demonstrated to the Commission, clearly and forcibly, that Canada needs to be doing much more than it has been doing to provide information and advice about Canadian studies to interested people and organizations in other countries.

The strengthening of the academic and cultural affairs operation of the Department of External Affairs recommended by the Commission should help to meet this need. So, also, should the proposed development of the foreign awards section of the Awards Division of the AUCC. However, the need might best be met by an active Association for Canadian Studies in Canada to which many of these inquiries could properly be referred. The Commission therefore recommends that the Department of External Affairs consult with the recently formed Association for Canadian Studies to see in what ways the Association and the Department might work together in responding to requests from abroad for academic information and assistance about Canadian studies. It further recommends that the Department extend to the Association all appropriate assistance to enable it to provide this service to interested scholars and institutions in other countries.

Canadian Studies Abroad: A Survey

It is now appropriate to review separately the progress that has been made in developing Canadian studies in each of some forty countries. The Commission wishes to stress that the following discussion is not intended to be an exhaustive inventory of Canadian studies abroad. The limited time and resources available prevented the Commission from undertaking such a study. Instead, what follows is intended to provide a fairly comprehensive overview of the type of activities taking place in Canadian studies outside Canada and of some of the obstacles hindering progress in this field.

Canadian Studies in the United States

Canada, as continental neighbour, ally and principal trading partner of the United States, might be expected to be a subject of some considerable interest in that country. And, indeed, the Commission found that Canadian studies are as well developed in the United States as in any other country abroad. However, despite the importance of Canada to the United States in matters of trade, defence, tourism, investment, energy, the environment and so many other areas of public policy, Americans probably know less about Canada in an informed academic sense than they do about virtually any other Western nation.

Both Canadian and American observers have commented at various times upon this situation. The report of a group of United States congressmen, under the chairmanship of Mr Stanley R. Tupper, declared bluntly in 1965 that 'the greatest single deterrent to a new maturity in the United States-Canadian affairs is an appalling ignorance about Canada in America'. More than a decade earlier, the Massey Commission expressed the same concern with gentle felicity, observing that 'ignorance of Canada in other countries is very widespread', and that 'most striking of all is the ignorance of Canada among the people of our nearest neighbour, whose unfamiliarity with our affairs is equalled only by their friendliness'. Numerous briefs and representations to the Commission on Canadian Studies, including many from American citizens interested in Canadian studies or from Canadian scholars resident in the United States, commented to like effect upon this situation, although often in a more sharply pointed way. One Canadian scholar with long teaching experience in the United States, for example, stated flatly his own conclusion that 'knowledgeable Americans – by this I mean academics, men in public life, men of letters – are in the great majority convinced that Canada has no identity of any consequence apart from that which it derives from the United States. More than that, such Americans are, in my experience, determined that Canada shall not have any other identity'.

Marcel Cadieux, the Canadian Ambassador to the United States, addressed this issue in his remarks to the Rotary Club of Seattle on 19 September 1973:

> . . . there is a question whether in the United States educational system as a whole, given the importance of Canada to the United States, from top to bottom, adequate provision is made for the study of Canada, of Canada-United States relations. Leaders in this country will not be able to make appropriate readings of the Canadian scene unless research is adequate and unless a body of informed public and media opinion has been developed. This is not a decision which we Canadians can make. But we can draw attention to the dangers for the mutual understanding between our two countries of the present underdeveloped state of organized education as to Canada in the United States.

The Commission agrees with this assessment and would go beyond it to suggest that we can, as well, do much more than we have so far been doing, as a country and as individuals, to encourage programmes and to propose measures that may contribute to the development of a knowledge of Canada in the United States. The lack of knowledge of Canada and Canadian affairs in the United States cannot fairly be blamed upon Americans alone. It represents as well a failure on the part of Canada to project itself and to encourage and support teaching and research about our country in the United States.

The lack of adequate provision for the study of Canada in American universities may be attributed in some measure to the prevalent assumption that Canada is essentially the same as the United States and that, therefore, no separate scholarly treatment of this country is required for its understanding. It may be, in this way, that the many features that the two countries have in common present a difficulty in themselves; similarities can be deceptive. Americans are simply not sufficiently aware that, while our two countries do have much in common, our historical experiences, institutions and contemporary orientation are not identical. Canada's position as a distinct national, cultural and political entity is apparently not clearly appreciated, nor has the point been made that the study of this country could be both useful and intellectually challenging.

In contrast to the limited development of Canadian studies in the United States, there has been a vast expansion in recent years in American interest in other national and area studies programmes relating to Europe, Asia, Africa, Latin America, and the Middle East. In such company Canada may, indeed, be viewed as a rather less exotic subject for study. None the less, the general inattention to this country's affairs at all levels of the American educational system must be a matter of real concern to thoughtful Canadians. Some briefs to the Commission noted that the interests of American foreign policy have undoubtedly provided a substantial part of the stimulus for this expansion in area studies in the United States. With this fact in mind, they have then argued that the relative official and semi-official neglect of Canadian studies in that country should not be entirely a matter for regret. The Commission does not share this view. On the contrary, it takes the view that it is absolutely vital for two countries that are involved in so complex and politically sensitive a relationship as are Canada and the United States to have an informed understanding of the institutions, point of view and affairs of one another.

Fortunately, there are indications that more attention will be devoted by American universities and scholars to teaching and research about Canada, as Americans recognize more clearly the special and obvious importance of this country to the United States. It would be unfortunate, however, if this came about in response to the exigencies of current economic and political pressures alone, for there are many other valid reasons for an expansion of Canadian studies in the United States. American scholars, in correspondence with the Commission, suggested a number of these reasons, which have been well summarized by Professor Edward Miles of the University of Vermont in two articles.[4] He expressed the view that Americans should study Canada (a) for its own sake because its geography, history, government, people, languages, cultures and institutions are as fascinating and as varied as those of any country; (b) for the assistance that a study of Canada can provide in helping Americans to understand other areas of the world; (c) for the opportunity Canada provides to American scholars for comparative studies, for example, relating to such themes as federalism, immigration, economic disparity, population shifts and urban problems; (d) for the experience that Canada has gained with various measures now being proposed in the United States in such areas as social welfare, revenue sharing and Government participation in the economy, particularly in transportation and in communications; and (e) for an essential understanding of the Canadian position in Canada-United States relations and of Canadian attitudes toward the exploitation and export of resources, North American security, foreign investment and the countless other issues of common interest to the two countries that are potentially controversial. For these and other reasons it has been well argued that, from both an academic and a practical standpoint, Canadian studies merit greater attention than they have been receiving in the United States.

Nor should Canadians neglect the United States as a subject of formal academic study. Often we fail to realize the extent to which serious scholarship in Canada has excluded an appropriate consideration of the United States. Paradoxically, while too readily accepting the study of American phenomena as part of the curriculum in Canadian universities, we have tended to lose sight of the United States itself as a distinct and foreign study, one which may be interpreted through Canadian experience but which cannot legitimately be substituted for it. Professor G.M. Craig has pointed out that, although we have had closer, more numerous and longer contacts with the United States than any other people, Canadians have not yet produced any outstanding studies of American history or society.[5] Similarly, with regard to curriculum, it has been suggested by Claude Bissell that Canadian institutions devote inadequate attention to the study of the United States:

> Our serious and considered studies of American politics and culture tend to be restricted to short conferences at which the current irritations are discussed and the current grievances voiced. Although there have been changes in recent years in Canadian university curricula, giving some proper emphasis to studies in American literature, history, and economics, I would say that there has been no widespread and concentrated recognition of the Canadian obligation to know fully and sympathetically the great nation with which we must now live in close association. I know, for instance, of no first-class historical study by a Canadian scholar of an American theme.[6]

However, as Dr Bissell went on to note, 'we have, none the less, done more for American studies than you have done for Canadian studies. I sometimes think that American universities with rich resources of Canadian material still prefer to set up institutes for the study of Tibet rather than for the study of Canada.'

The emphasis in American studies in Canada should be upon such studies for their own sake. Within that framework, it may then be helpful to consider the comparative aspects of American studies and the light that they can also shed on many important events and themes in our own society. For example, study of the Loyalists of the American Revolution can tell us much about one of the great founding elements of our country. Yet this is an area of study and teaching in which Canadians until quite recently have shown limited scholarly interest. In a similar vein, we know far too little about the thousands of Canadians who have taken up residence in the United States through the years, sometimes forming whole and distinct communities. For instance, Canadian scholars have shown little interest in the 4,000 Acadians who were forcibly transported to Louisiana in 1755 or in their descendants, now numbering more than a million, who have retained to this day much of their language and of their Acadian identity. Such subjects are an important dimension of Canadian studies, notwithstanding the fact that they are focused primarily outside our borders.

However important the discussion of American studies in Canada may be, the Commission's more immediate concern in this section is with the state of Canadian studies in the United States. The Commission's findings on this subject indicated that, with the exception of a few major centres of interest and of some scattered activity mainly at universities located close to the Canada-United States border, Canadian studies in the United States have really yet to develop. The situation has been described by Professors Dale Thomson and Roger Swanson in a report that, although it was compiled five years ago, remains the most comprehensive and up-to-date survey of Canadian studies in the United States, a fact that in itself says something about the need for more attention to be devoted to the subject:

> [Canadian Studies in the United States consist of] a widespread series of activities of varied nature and scope, with little co-ordination, or even communication amongst them. Each is largely autochthonous, in the sense that it has been developed on an individual campus with little outside support, and with little assistance from others working in the same field. Most are inspired and maintained as somewhat artificial growths by a very limited number of individuals – frequently only one or two – with some personal involvement in Canada; consequently, they cannot be said to have really taken root in the local environment. Past experience suggests that when those persons leave the campus for one reason or another, the fragile plant of Canadian studies is likely to wither and die.[7]

In addition to the low level of awareness in the United States of the academic value and practical importance of Canadian studies which was discussed earlier, there are many practical difficulties associated with instituting and sustaining Canadian studies programmes and courses at American universities. Amongst them are the need for financial support, the need to build up library resources, the need to plan appropriate curricula and the need to recruit and develop qualified teachers and researchers in this field. In all these areas, the Canadian Government, Canadian private donors and individual Canadian scholars and academic institutions have a contribution to make. Yet care must be taken in the way in which such help is given. Ironically, the ease with which American universities can turn to Canadian scholars who are close at hand in Canada may sometimes have been a counter-productive factor in terms of developing Canadian studies in the United States. If such studies are to take root and grow in that country, they must be supported and developed over the long term by home-grown American talent.

The development of full-time academic programmes in Canadian studies in United States universities dates from the middle 1950s, although there were earlier antecedents in the work of many individual scholars and in some programmes such as that conducted at St. Lawrence University (New York). For example, the Canadian Studies Programmes at the University of Rochester, Duke University and Michigan State University were established in 1954, 1955 and 1956 respectively. The development continued throughout the 1960s with programmes being established at a number of additional universities, including the University of Vermont in 1963 and the University of Maine at Orono in 1968. At the same time, there was a significant development in the work being done in the Canadian studies field by individual scholars at several other institutions.

However, it was at the close of the 1960s and the beginning of the present decade that several major developments indicated that Canadian studies, although still relatively neglected, were finding their place as a recognized part of the curriculum in American higher education. In 1969 a million dollar grant from the William H. Donner Foundation made possible the founding of a graduate Center for Canadian Studies at the School of Advanced International Studies of The Johns Hopkins University in Washington, D.C. In making the grant, the Donner Foundation requested that staff of the new Center take a broad view of Canadian studies in the United States to see what other initiatives might be undertaken. Consequently, one of the Center's earliest activities was to survey some 1,256 United States colleges and universities to seek information about what place, if any, Canadian studies held in their curricula. On the basis of an 85 per cent return, the survey indicated that 91 per cent of these institutions offered no courses on Canada. About 8 per cent of the institutions that responded offered one or more courses on Canada. Only 1 per cent or nine universities, had Canadian studies programmes. An additional 8 per cent offered courses described as having some Canadian content. It was also observed that 65 per cent of the universities with courses on Canada were located near the Canada-United States border. The survey further revealed that 473 faculty members, in 164 different institutions, had a 'special interest' in Canada, but that most were not teaching anything on Canada. Where Canadian content courses were offered, they tended to be of an historical nature. Few courses were available about Canadian political institutions or economics, and still fewer concerning the literature, geography or sociology of this country. Virtually no courses offered information about the sciences in Canada.

These findings were first presented to a conference held at Airlie House, Virginia, in April 1970. Delegates from thirty Canadian and American universities attended, as did the then Secretary of State for Canada, Gérard Pelletier, and representatives of the United States Departments of State and of Health, Education and Welfare, as well as certain members of Congress. The Airlie House Conference took up a proposal first advanced at an earlier conference held in 1968 at Hobart and William Smith Colleges in Geneva, New York, and established an on-going Committee on Canadian Studies in the United States that was intended to serve as a communication link for scholars involved in Canadian studies throughout the country. This Committee, in turn, paved the way for the establishment a year later, at a meeting held at Duke University in 1971, of the Association for Canadian Studies in the United States (ACSUS). The Association has now grown to some four hundred members and it conducts an increasingly active programme designed to promote scholarly interest in Canada at all levels in the United States and in all fields and disciplines.

As one of its first initiatives, the Association launched a *Newsletter* to report biannually upon Canadian studies in different parts of the United States. A wide variety of questions relating to Canada are also examined in articles that are mainly the product of American scholarship. Following a period of rapid growth in size and circulation, the *Newsletter* is now published as *The American Review of Canadian Studies.*

However, while the Association has worked hard over the past four years, with limited resources, to broaden the narrow base of Canadian studies in the United States, the present situation is not markedly different from that reported in the Johns Hopkins' survey in 1969. Although the sense of isolation and frustration felt by those involved in Canadian studies has significantly lessened, there continues to be only a comparative smattering of activity in this field, involving a small percentage of the universities and colleges of the United States. It is appropriate, however, to note the considerable contribution being made to Canadian studies at a number of universities, including several that have formal Canadian studies programmes.

1. As previously noted, the Center for Canadian Studies in the School of Advanced International Studies of Johns Hopkins University was established in 1969 in Washington, D.C. The Center has a three-fold mandate: graduate teaching, research and the encouragement of Canadian studies in the United States. With three full-time faculty members, including the Director, the Center has a complement of some thirty students, of whom approximately half are Canadian and half are American. About half the students are working towards a master's degree and half towards a doctorate. The curriculum of the Center is concerned mainly with three subject areas: Canadian Governmental institutions and processes, the Canadian economy, and Canadian foreign policy, with particular attention to Canada-United States relations.

2. Duke University, in North Carolina, has had a long-standing interest in Canadian studies as a part of the activities of the Commonwealth Studies Center, which was established there in 1955. In 1973, a generous three-year grant from the William H. Donner Foundation enabled the University to establish a separate Canadian Studies Program. Teaching on Canada at Duke is primarily at the graduate level in economics, history, political science and sociology, but undergraduate work in Canadian studies is also available in history, political science, geography and French, and students can take six courses on Canada to be endorsed on their diplomas. The programme attracts many students and each year a number of distinguished visiting faculty come from Canada. Well-known Canadians have also participated in summer or semester

seminars and lecture programmes. Several regional schools and colleges including Appalachian College, State College, Davidson College, Hollins College, High Point College, North Carolina Central University, the University of North Carolina and the University of Virginia have associated themselves with Duke through library extension services, visiting lectures and cross-registration to further an interest in Canada. The Canadiana section of the Duke University library is one of the best in the United States and it has recently been supplemented by the addition of a data bank of tapes containing information on Canadian social, economic and political affairs. To foster teaching in the field of Canadian studies, the University sponsors a four-week summer seminar in Canada for college teachers from other southeastern universities.

3. The University of Rochester's Canadian Studies Program, established in 1954 under the direction of Professor Mason Wade, offers a broad range of courses for undergraduates, as well as a concentrated programme for graduate students leading to the doctorate with an emphasis upon economics, history and politics. Special projects at Rochester include interdisciplinary and staff seminars, often with visiting scholars, as well as study visits to Canada.

4. Clarkson College of Technology in Potsdam, New York, formally established an interdisciplinary programme in Canadian studies in 1967. It may be taken as a major concentration or in conjunction with another major. In addition to regular and special course offerings, an integral part of the programme consists of exchanges with institutions in Quebec.

5. The geographical proximity of the State University of New York (SUNY) at Plattsburgh has occasioned a long-standing commitment by a number of its faculty to the study of Canadian affairs. An extensive undergraduate course offering on Canada at the University is supplemented by an exchange programme with several Canadian universities in Montreal, enabling American students from Plattsburgh and from other SUNY campuses to study in Montreal for a semester. A recent two year grant from the William H. Donner Foundation will strengthen the University's Canadian Studies Program by funding opportunities for independent study by faculty members who wish to develop a Canadian perspective or competence within their particular disciplines. The grant will also be used to develop a set of readings in Canadian studies, to support co-operative faculty research projects and to sponsor a summer workshop for public school teachers who wish to add Canadian content to their courses.

6. A Committee for Canadian-American Studies was formed at Michigan State University in 1956 and the University has sponsored a wide range of seminars, conferences and occasional publications on the subject since that time. In 1965 an interdisciplinary course on Canadian-American relations was first offered. This course, in conjunction with several regular and occasional courses in Canadian history, constitutes the core of the academic programme conducted by the Canadian-American Studies Committee. While no formal degree programme in Canadian studies exists at Michigan State, undergraduate courses can be assembled by interested students with faculty assistance so as to constitute a distinctive programme in this field. Emphasis has been placed upon work at the undergraduate and master's degree level. In addition, several members of the Canadian-American Studies Committee have been actively engaged in research and writing about Canadian matters.

7. The Canadian Studies Program at the University of Vermont, established in 1963, is one of the oldest and most comprehensive in the United States, involving thirteen faculty members in nine different disciplines: anthropology, communication and theatre, economics, English Canadian literature, French Canadian literature, geography, history, political science and sociology. Vermont is also the only university in the United States offering an undergraduate degree in Canadian Studies. Although primarily oriented towards the interdisciplinary study of Canada at the undergraduate level, several master's degrees have been awarded in recent years in the areas of French Canadian literature, geography and history. In addition, the Canadian Studies Program at Vermont has sponsored public lectures by leading Canadian academics and political figures, special colloquia, regional conferences, workshops for teachers, an annual Canadian Studies Graduate Fellowship awarded to an American student wishing to begin graduate work on Canada in Canada, a regular summer programme in Trois Rivières for American teachers and advanced undergraduates interested in French and French Canada, and field trips for students and faculty to Ottawa, Quebec City, Montreal, Kingston and other Canadian centres. The Program pioneered the summer institute for teachers, as part of an effort to have Canadian content incorporated in the pre-college curricula, with an on-campus Institute in 1967 and a six-week field study-Institute in 1972 that visited Eastern Canada, Quebec and Ontario.

8. The University of Maine's New England-Atlantic Provinces-Quebec Center (NEAPQ) was established at Orono in 1968 to co-ordinate a wide variety of academic and research interests in Canadian affairs within the University and to promote

more study and research on Canadian-American relations. Historical, economic and social problems common to the New England-Atlantic Provinces-Quebec region have been emphasized in both graduate and undergraduate studies. The Center has also played a leading role in establishing the Maine Council on Canadian Studies, composed of representatives of other branches of the University of Maine and of other educational institutions, to foster the teaching of Canadian studies in the State. Other activities of the Center have included an extensive inter-disciplinary summer workshop, the development of a Canadian curriculum for the use of Maine schools, several major conferences on Canadian studies, public lectures by leading Canadians in a variety of fields and the development of an extensive library and information centre. A recent three-year grant from the William H. Donner Foundation will enable the Center to expand its work in the development of school classroom learning materials about Canada, including bibliographic aids, and to sponsor teacher training workshops in Canadian studies in the public schools of Maine.

9. A Canadian and Canadian-American Studies Program was established in 1971 at Western Washington State College, Bellingham, in association with the Pacific Northwest Institute which serves as a depository centre for historical documents of the region. The Program co-ordinates interdisciplinary courses on Canada generally and on the West Coast more specifically. In 1974-1975 it offered a variety of undergraduate courses in six different academic disciplines.

10. The study of Canada has long received extensive attention at Yale University, although there is no formalized programme of Canadian studies there. (Yale has tended to oppose, on educational grounds, the creation of formalized programmes as an approach to the study of any area of the world). The University offers a regular course in Canadian history in the graduate school, as well as a term of undergraduate work. In other fields, the School of Law offers a regular course on the British North America Act as an example of constitution making; attention is devoted to the language and culture of the native peoples of Canada; and the Canadian experience figures largely in a course on comparative frontiers. The University library has a notably strong collection of Canadian books, periodicals and other materials. Interested members of the faculty are active in research and writing about Canada.

11. Similarly, although Harvard University does not have a formal programme of Canadian studies, there has been a long tradition of scholarly interest in Canada at that University, which has been reflected in the research and writing of faculty members over the years and in the development of the strong library collection of Canadian materials. This tradition seemed to reach a natural culmination with the establishment of the William Lyon Mackenzie King Foundation to support a Chair in Canadian Studies at Harvard in 1967. Unfortunately, however, events since the establishment of the MacKenzie King Chair have not fulfilled this promise and the growth of Canadian studies at Harvard has been disappointing and erratic. Indeed, no appointment was made to the Chair in two consecutive academic years, 1970-1971 and 1971-1972, and the Chair is again vacant in 1974-1975. No real sustained programme of courses or research in Canadian studies has been developed despite the opportunities created by the establishment of the Chair and the widespread public interest generated both in Canada and in the United States.

These events, or non-events, at Harvard have been something of a set-back to Canadian studies throughout the United States. Faculty members interested in developing Canadian studies at other universities have been puzzled and discouraged by the apparent failure at Harvard to get such studies off the ground, despite the enormous advantages available for these purposes there. University administrators elsewhere have tended to refer to this situation when considering whether or not to support proposals for the introduction of courses and programmes about Canada at their institutions.

The Commission believes it is important that Harvard University should be encouraged to make better use of the special opportunity that it has to develop a strong and worth-while programme of Canadian studies. Means can and should be found to increase the Mackenzie King Endowment to provide the financial resources for a properly planned and sustained programme of Canadian studies, drawing upon the remarkable library resources and human talents that are available at Harvard. Such a programme might include some junior appointments, as well as the appointment to the Mackenzie King Chair, and provision for a number of graduate fellowships and for appropriate office space and working arrangements.

A fuller utilization by Harvard of its opportunity to become a significant centre for Canadian studies might usefully be related to the development of such studies elsewhere in the Boston area. Interest in the possibility of co-operation in this field has, for example, been expressed at the Massachusetts Institute of Technology and at the Fletcher School of Law and Diplomacy at Tufts University.

12. Some mention must also be made of the great interest in Canada that was maintained for many years at Dartmouth College, particularly under the presidency of Dr John Sloane Dickey, Special conferences, lectures, visits, exchanges, and events in the fine arts and the performing arts have all been features of this interest. The centennial of Canadian Confederation in 1967 was designated Canada Year at Dartmouth and marked by a year-long programme of activities. However, this lively interest was not translated into any substantial, continuing academic programme and both the interest and the activities seem now to have faded.

In addition to the activities at the foregoing institutions, there is interest to varying degrees in Canadian studies at a number of other universities, including some promising new developments. The Massachusetts State College System, for example, has recently established a Council on Canadian Studies, which proposes to explore the possibility that each participating college might develop a specialty in the Canadian studies field. North Adams State College and Bridgewater State College are already conducting a range of courses about Canada. The Newhouse School of Communications at Syracuse University has recently received a grant from the William H. Donner Foundation to develop a graduate programme in Canadian communications studies and research. Another grant from this Foundation will allow the Center for Strategic and International Studies at Georgetown University in Washington, D.C., to sponsor a series of forums on contemporary Canadian-American relations. Courses at the graduate and/or undergraduate level in Canadian studies are offered at several campuses of the University of California, at the University of Chicago, at Hendrix College in Arkansas, at the University of Illinois, at Northwestern University and at the University of Virginia.

Thus, a good deal is now happening in the field of Canadian studies in the United States and there has been a steady, if slow, growth in the number of courses, programmes, universities and scholars involved. However, the present extent of this activity is far from meeting either the natural opportunities or the demonstrated interest in Canadian studies on the part of students, teachers, researchers and the general public. Beyond this, it is not meeting the need for greater mutual knowledge and understanding required by the special and complex relationship between our two countries. The Prime Minister of Canada, Mr Pierre Trudeau, underlined this point in May 1974, in his remarks at Duke University:

> Countries as interdependent as are the United States and Canada, sharing as they do an intimacy unequalled elsewhere among sovereign states, cannot afford to be ignorant about one another. We do ourselves a disservice on both sides of our long border when we rely on assumption rather than fact.

A number of obstacles and deterrents to the development of Canadian studies in the United States have already been noted. To these must be added the apparent difficulty in readily obtaining Canadian publications – a factor frequently reported to the Commission by American correspondents. Many universities and individual scholars commented upon the frustrating delays experienced both in getting put on to publishers' mailing lists and, subsequently, in receiving volumes ordered from Canada. Clearly, present outlets for Canadian publications in the United States and present arrangements for making these publications more promptly and readily known are not satisfactory. The recent establishment of an outlet for Canadian publishers in New York, through Books Canada with the assistance of the Canadian Government, is a useful first step in alleviating this problem. But more than that is needed. Representations to the Commission suggested that there is a significant market for Canadian publications in many parts of the American academic community, which is waiting to be tapped by Canadian publishers who will have the enterprise to seek it out. Similar representations were made to the Commission by institutions and scholars in a dozen other countries.

In the same vein, the Commission received many representations indicating the need for an annotated bibliography, or bibliographies, of textbooks and basic reference materials to assist those who may be teaching about Canada in the schools of other countries. It should be possible for interested publishers and educators in Canada and the Canadian Government to work together to prepare and distribute such information to those in other countries who may be interested.

An expansion of Canadian studies in the United States will, of course, call for an increase in the financial support available for this purpose. Much more could and ought to be contributed to support such studies both by American corporations and by American foundations, which have in many instances derived a portion of their wealth from Canada. To date, very few bodies in either of these categories have done much to support Canadian studies in the United States. The splendid work in this field of the William H. Donner Foundation and the earlier efforts of the Rockefeller Foundation and the Carnegie Corporation are exceptions which have already been noted.

Canadian-American studies ought to be a two-way street, as well, in terms of Government support for the research and teaching that are required to provide the knowledge and understanding upon which a satisfactory relationship between our two countries must be based. Both the Canadian and the American Governments can and should do more to encourage and support such activity, without in any way impeding or interfering with the spirit of free inquiry. Financial support for Canadian studies was not included in the 1958 United States Government programme that provided substantial funds for the development of area studies at American universities. This was largely because Canada was not then recognized to be a separate and distinctive country by those responsible for planning this programme and, in truth, because it was not then thought to be worthy of study on academic grounds. Although the area studies grants programme has since been discontinued, there are now other agencies and programmes of the United States Government through which Canadian studies might receive support (perhaps principally the Office of International Education of the Department of Health, Education and Welfare).

The limited energies and very limited practical support that Canadian Government officers located in the United States have been able to devote to cultural and academic matters so far, no matter how lively might be their personal interest in this field, has been an important limiting factor in the growth of Canadian studies in the United States. The Commission's inquiries indicate that few countries with close ties with the United States devote as little time and resources as does Canada to the encouragement and support of teaching and research and the dissemination of essential information about themselves in the United States.

It is in large measure because of this failure by our country to support in appropriate ways initiatives in the field of Canadian studies at American universities that so comparatively little is as yet being done in this field in the United States. Yet the scope and need for teaching and research that will help to improve a mutual knowledge and understanding of our two countries has never been greater. The Commission was told repeatedly – by American scholars, by Canadian scholars with experience in the United States, and by members of the Canadian Foreign Service speaking off the record – that some serious Canadian effort, including the well-planned application of reasonably substantial funds, will be necessary if there is ever to be a significant number of university-educated Americans with at least a background knowledge about Canada and some appreciation of the fact that there is a different country to their north, which is independent and distinct, with its own legitimate interests and point of view. Put bluntly, the intellectual awareness of Canada in the United States is unlikely to develop to any meaningful level unless an adequate number of their future leaders are reached during their university years.

The Commission believes that the time has come for Canada to put money directly into the promotion, development and support of Canadian studies at selected universities and colleges in the United States. As one of its immediate assignments, the Advisory Council for External Academic and Cultural Affairs, which is proposed earlier in this chapter, should prepare proposals for a balanced, long-term programme to assist the development of Canadian studies in the United States. A serious programme, with sufficient impact to meet the needs of the situation, will require expenditures of the order of at least a million dollars a year. Such a programme should, in turn, stimulate greater interest and support from private donors, including corporations and foundations, by making clear the importance attached to such studies by Canada.

Those planning this programme should explore the possibilities of a wide range of activities, including support for the establishment of chairs, on a trial basis and/or by initial endowment; greater support to the Association for Canadian Studies in the United States (the present grant to the Association from External Affairs, now in its third year, is only $10,000); support for programmes of Canadian studies at selected universities that demonstrate a serious commitment to Canadian studies (in this regard, careful consideration should be given to encouraging and assisting some of the newer, smaller and less spectacular programmes in Canadian studies, as well as those which are already more widely known); exchanges and research aimed at preparing more American faculty members qualified to teach in this field; a schedule of visiting professorships; post-graduate scholarships; field trips and off-campus study semesters to be held in Canada; assistance to universities interested in providing teacher training sessions and workshops for school teachers wishing to develop their knowledge of and competence to teach about Canada; a major programme of book donations tailored to the requirements of Canadian studies programmes at specific institutions; support for the preparation of university and school textbook material, and of annotated bibliographies, about Canada appropriate to the needs of American universities and schools; the preparation of teacher's kits about Canada; increased cultural activity drawing upon the visual and performing arts in Canada to illustrate and support Canadian studies in American universities and schools; a more active programme of assistance for visits and guest lectures in the United States by Canadian scholars; a programme to bring American scholars involved in Canadian studies on visits to Canada; support for seminars and conferences on Canadian topics, including Canadian-American relations; assistance with curriculum planning to those scholars and institutions interested in initiating new courses and programmes in Canadian studies; some research assistance to American scholars working on Canadian subject matter.

It is in Canada's best interests to increase a knowledge and understanding of our country in the United States. A great deal could be done towards this end by a judicious expenditure of effort and money to support the development of Canadian studies at American universities and colleges.

The United Kingdom

In a vigorous letter to the London *Times,* Alastair Buchan, the Montague Burton Professor of International Relations at Balliol College, Oxford, has commented upon the 'process of drift' and 'the mutual provincialism' that seem now to characterize Anglo-Canadian relations.[8] He expressed the view that 'successive British governments have shown almost total indifference to Canada for the past generation' and suggested that this political indifference has, in turn, contributed to the neglect which the two countries have shown towards one another in cultural matters. Professor Buchan noted that after the last comprehensive colloquium on Anglo-Canadian affairs was held in the 1930s a period of nearly forty years was allowed to elapse before another was convened, under his chairmanship, in 1971, and that even then it was not possible to persuade a single senior minister of the British Government to participate in that gathering. He further noted that the effort of the British Council in Canada was 'the smallest for any country of comparable size, let alone influence', that 'no British newspaper now maintains a correspondent in Ottawa', and that (at the time he wrote) 'there is no chair of Canadian studies in any British university'.

Professor Buchan's harsh assessment is, unfortunately, only too realistic. What should perhaps be added to it, however, is an acknowledgement by Canadians of the fact that we have contributed at least as much as have the British to this process of drift and of mutual provincialism by our own indifference and by our own failure to give adequate attention to the relations between our two countries. This has been the case in educational and cultural matters as well as in the other aspects of our relations with the United Kingdom. If the effort of the British Council in Canada has been 'the smallest for any country of comparable size', the effort made by Canada's Government in the cultural field in Britain has been even smaller.

In part, this situation may be explained by the changes in the external orientation of the two countries, each of which has become increasingly preoccupied, both politically and culturally, with events and pressures on their respective continents. In the case of Britain, the movement towards greater European unity – in particular the creation of the European Economic Community – has engaged the attention of her politicians and academicians alike. In the case of Canada, there has been an increasing preoccupation with our relationship to the United States. Yet it is this very fact, that both countries are subject to the mounting pressures – for good and ill – of continentalism that gives increasing value and importance to the links and relationships between Canada and the United Kingdom. For each country these relationships can be a significant help in coping with the problems involved in preserving some appropriate distinctiveness and particularism while meeting constructively the challenges posed by the new forces of continentalism.

To preserve and develop, in useful and contemporary terms, the historic relationship between Canada and Britain, it is essential that our two countries be well informed about one another and that this, in turn, should make possible an intelligent and up-to-date understanding of our respective attitudes and affairs. Unfortunately, however, both countries have taken for granted the existence of such knowledge and understanding and both have failed, with only some minor exceptions, to initiate the new activities and programmes that are required to adapt a time-honoured relationship to modern circumstances. Over the years we have each assumed that traditional ties, a common language and links of culture and sentiment between the two countries insured a constantly healthy relationship. Having taken this for granted, both countries have been slow to recognize the need to foster new bilateral activities. Certainly this has been true in the educational field.

In the university field in the United Kingdom such courses as dealt with Canada have until recently been based for the most part upon a study of the imperial link between the two countries. They have looked at Canadian history as an extension of British history or at Canadian literature simply as an aspect of British literature, rather than examining these subjects in their own terms and in their own complete context. What is now required is that both countries should examine carefully the state of their relationship and consider what new and fresh arrangements may be needed to insure that each can have the opportunity of a fuller knowledge and understanding of the other. The need, in particular, for a re-invigorated cultural relationship should be recognized and the Canadian contribution to this could take no more useful form than the support and encouragement of Canadian studies amongst interested scholars and institutions in the United Kingdom.

While the level of activity in Canadian studies is presently limited in the United Kingdom, an academic foundation for further development exists. Appropriate moves to build upon this foundation would be able to draw upon the potentially encouraging atmosphere of general interest created through several centuries of co-operative association in many fields and through continuing immigration. Courses and parts of courses containing reference to Canada were, in fact, reported to the Commission by no fewer than twenty-four universities in the United Kingdom. However, with two or three exceptions, such courses are not part of any coherent, overall programme of Canadian studies and often they are offered on only an occasional basis.

In England courses or parts of courses concerning Canada are offered in history, politics, sociology and economics at half a dozen universities, including Cambridge, Durham, Essex, London, Oxford and Sheffield. As previously indicated, however, such courses are often designed as part of larger programmes in Commonwealth or North American studies. This is true again at the University of Warwick where the introduction of Canadian courses is now planned. Few universities in England offer courses exclusively on Canada. One exception, though, is the University of Birmingham, where the Department of French has offered a brief introduction to French-Canada in a first-year course since 1964. A final-year course in French-Canadian studies is also included in the department's curriculum. A related course on the development of French in Canada is part of a programme in dialect studies at the University of Leeds.

Leeds also offers Canadian literature studies in a third-year course on Commonwealth literature and in the graduate school. Leeds has a Chair in Commonwealth Literature, which each year brings to the University a senior scholar from a Commonwealth country to offer a course in the literature of his or her country. Canadian literature is also studied at the University of Hull as part of a similar programme.

In geology and geography some teaching and research relating to Canada are conducted at the Universities of Cambridge, Exeter, Hull, London, Manchester, Nottingham, Oxford and Southampton. The Scott Polar Research Institute at Cambridge has, indeed, supported extensive studies relating to the Canadian Arctic and it merits more substantial support from Canadian sources in developing its role as a centre for co-operative research in this important field. Significant faculty research in economic geography, regional development and arctic studies is also being conducted at a number of other universities, and many individual British scholars have engaged in field work in Canada in association with Canadian scholars or with such agencies as the Geological Survey of Canada. Similarly, research relating to Canada is being conducted in connectional history and in economic and political studies at several universities and, notably, at the Institute of Commonwealth Studies. More consideration needs to be given by both Canadian and British agencies to ways and means of encouraging and supporting such co-operative endeavours.

In Scotland an essentially similar pattern of interest in Canadian studies is evident in the universities. However, the traditionally close ties between Canada and Scotland in the field of education are reflected in somewhat more widespread teaching and research about Canada, although still on a very modest scale. Research relating to the geography and geology of Canada, for example, has been pursued by interested faculty members at the Universities of Edinburgh, Glasgow, Saint Andrew's and Strathclyde. Courses, or parts of courses, concerning Canadian history and geography are offered at the Universities of Dundee, Edinburgh, Glasgow, Saint Andrew's and Strathclyde. At Dundee some attention is given to Canadian history in both the undergraduate and graduate curricula. At Glasgow a new course on nineteenth century Canada is being introduced, based on a study of documents and with a special eye to the role of the Scots in this country. At Saint Andrew's interest has been expressed in the possibility of developing some specialty in Canadian studies and of closer relations with one or more Canadian universities. At Strathclyde part of the honours course in geography is devoted to Canada. The substantial development of Canadian studies at Edinburgh merits special comment.

When the University of Edinburgh formally constituted its Centre of Canadian Studies in June 1974, it became the first such centre in the United Kingdom, or indeed in Europe. The establishment of the Centre was the culmination of a long-standing interest in the study of Canada at the University. Courses about Canada were first introduced at Edinburgh in 1954 when the University invited the then Chief Geographer of Canada, Dr J. Wreford Watson, to come to Edinburgh to lay the groundwork for a Program of North American Studies. Interest in Canadian studies grew steadily at the University. By 1973 courses relating to Canada were offered by the Departments of Comparative Constitutional Law, Economics, Economic History, Geography, History, and Politics. In that year a provisional Committee on Canadian Studies was established with representatives from these six departments. They were subsequently joined by representatives from three more Departments: English Literature, French Literature and Scottish History. It was on the recommendations of this Committee that the University Senate approved the creation of a Centre of Canadian Studies in 1974.

The new Centre will organize and administer Canadian Studies in the University and provide space and facilities for these studies. At the undergraduate level it will arrange courses to enable a student to major in Canadian studies within the framework of a general BA or BSc (Soc.Sci.) degree. At the post-graduate level the Centre will co-operate with the Program of North American Studies, which will continue to be responsible for MSc or MLitt degrees in Canadian Studies, and with the individual departments of the University which will continue to be responsible for work towards doctoral degrees in this field. Thus, an extensive programme in Canadian studies has been developed at Edinburgh that could in many ways be of service to those interested in this field at other universities throughout the United Kingdom.

Those interested in the development of this programme at Edinburgh were assisted and encouraged by several special factors. As already noted, one factor was the background of experience gained by the University over a period of twenty years from the offering of a growing number of courses about Canada. A second factor was the availability in Edinburgh of strong research and teaching resources relating to Canada. The Scottish Record Office, for example, contains a great deal of material dealing with Canada, including the records of business enterprises, churches and settlers, as well as collections of family papers. The National Library of Scotland also contains substantial materials of interest to Canadians, including the Wordie Collection of some 35,000 items dealing with the exploration of Canada. The University itself had also steadily built up its collection of books, periodicals, archival materials, and maps in this field. A third factor was the University's long association with students coming from Canada to pursue post-graduate work and with a stream of Canadian professors who have held visiting lectureships in geography for the summer term in almost every year since 1961. A fourth important factor was the interest expressed by the Canadian Government in the possibility of assisting, in co-operation with private donors, with the establishment of a Chair of Canadian Studies at Edinburgh. Indeed, this interest and encouragement expressed through the Canadian High Commissioner, at an opportune moment, played an important part in the decision of the University to take the step of creating a Centre of Canadian Studies. It is an immediate and practical illustration of the way in which timely assistance from Canadian sources can help to foster Canadian studies abroad.

Several of the constituent colleges of the University of Wales, including Aberystwyth and Swansea, offer courses relating to Canada. Scholarly interest has been expressed in the possibility of comparative and co-operative courses and research in such fields as federalism, bilingualism and emigration studies.

In Northern Ireland the Queen's University in Belfast offers advanced courses in constitutional law in which the Canadian constitution is examined in some depth. At the New University of Ulster part of a course on Migrations, Federations and Minorities is devoted to Canada.

With just a few exceptions, Canadian studies courses in Great Britain are not supported by extensive library resources. However, in addition to volumes from regular acquisitions programmes, several university libraries have received financial donations or books from Canadian sources. The Agent-General for Quebec in London has provided books and periodicals to the University of Birmingham to assist with its courses on French Canada. The Ontario Government has provided approximately nine thousand dollars for Canadiana collections at the Universities of Dundee, Edinburgh and Glasgow to commemorate the anniversaries of the births of George Brown, Sir John A. Macdonald and William Lyon Mackenzie.

In addition, several universities in Great Britain have established links with Canadian counterparts, but these associations are not always active ones. Faculty exchange programmes further contribute to academic ties between British and Canadian universities, but the relation to Canadian studies is often indirect. More direct and substantial faculty exchange arrangements designed to foster Canadian studies have been needed. A promising first step in this direction has recently been taken with the establishment of a new Canada-United Kingdom Canadian Studies Exchange Fellowship Programme. Sponsored and funded by the Department of External Affairs and administered by the AUCC in Canada and by the Institute of Commonwealth Studies in London, the programme provides the means for a young Canadian specialist to spend one year in Britain and for a British scholar to work in Canada for the same period. While in the United Kingdom, the Canadian Exchange Fellow will teach in the field of Canadian studies and advise and assist British scholars and institutions that may wish to develop their activity in this field. The British participants visiting Canada through this Exchange Programme will have an opportunity to extend their academic interest in and knowledge of Canada. The purpose of the programme is thus primarily to assist with the development of a cadre of British scholars interested in teaching about Canada in the United Kingdom.

Many other agencies and organizations in Great Bfitain now serve as additional points of reference for interest in Canadian affairs and have potentially important roles to play in the development of Canadian studies. Three of these are part of the network of Commonwealth associations.

The Institute of Commonwealth Studies (ICS), established as part of the University of London in 1949, has already done a good deal to stimulate and support interest in Canadian studies in the United Kingdom and to promote closer personal and academic association between Canadians and students and scholars of other Commonwealth countries. Activities include a general programme of graduate seminars, which is supported by a good working collection of Canadian materials in the Institute's library. In co-operation with the Canadian Institute of International Affairs, the ICS recently organized a colloquium on United Kingdom - Canada relations; one outcome was *Britain and Canada; Survey of a Changing Relationship*, a collection of papers examining many aspects of the relationship. The colloquium brought together British and Canadian delegates for an evening's private session when the conference of the International Institute for Strategic Studies was held in Canada in 1972. Similarly, the ICS arranged for Canadian academics and officials to meet with their British counterparts to consider recent changes in each country's central machinery of government when the International Political Science Association met in Montreal in 1973. As previously noted, the Institute has fostered research on Canadian topics, or on topics of interest to Canadians because of their comparative or connectional significance. It is at present making plans for a research project relating to intergovernmental co-operation between Canada and the United Kingdom in science and technology which would be conducted jointly by British and Canadian scholars.

In the Commission's view, it would be particularly appropriate for the proposed Advisory Council on External Academic and Cultural Affairs to investigate ways in which the Department of External Affairs and other Canadian sources could be of assistance to the Institute of Commonwealth Studies in developing further its well-established interest in the Canadian studies field.

The Commonwealth Institute, which should not be confused with the Institute of Commonwealth Studies, is a cultural centre in London representing the various members of the Commonwealth. The Institute contains audio-visual and other exhibits about Canada from the period of European discovery and exploration to the present. It is also available as a showplace in London for special exhibits and events to display the products and achievements of Commonwealth countries. However, the possibilities provided by the extensive facilities of the Commonwealth Institute for arousing interest in Canada in British have not as yet been fully used by the Canadian Government of by interested Canadian associations.

A third London-based Commonwealth organization, the Association of Commonwealth Universities (ACU), has already made a huge contribution over the past sixty years to the development of links, exchanges and co-operative activity in almost every academic area between the universities of Canada and the United Kingdom. Canadian universities have not yet, however, taken full advantage of the Association's ability to assist with the development of Canadian studies abroad through its strategic location, its experience, its highly qualified staff and the numerous important contacts that it has built up at universities in the United Kingdom and throughout the Commonwealth. Canadian students and scholars are put in touch with their counterparts in the 191 member universities in thirty Commonwealth countries through the participation of Canadian universities in the ACU's conferences, publications and various scholarship and fellowship programmes. Beyond this, however, the Association will also perform certain special functions for individual member universities when requested to do so. If asked, the ACU could, for example, frequently be of help with arrangements for bilateral exchange programmes and with the formation of other links between Canadian universities and universities in the United Kingdom and elsewhere in the Commonwealth interested in the development of Canadian studies.

Two recent Canadian initiatives, also in London, should be noted. Canada House, the building on Trafalgar Square that was for many years the headquarters of the Canadian High Commissioner to the United Kingdom, is gradually being transformed to handle most of the direct dealings which the High Commission has with the public. The administrative and official intergovernmental responsibilities of the High Commission will now be largely conducted from another building in Grosvenor Square. Plans for the transformation of Canada House suggest that it may become a cultural and information centre, serving as a base for Canadian musical performances, art shows, museum displays, theatrical productions, film exhibits, book displays and the like. Many representations to the Commission on Canadian Studies have underlined the need for just such a centre for Canadian cultural affairs in Britain, and the Commission would like to support strongly the idea that Canada House should be used for this purpose. Indeed, the Commission would urge that plans for the use of Canada House as a cultural centre should be accelerated and also broadened to include provision, for example, for library facilities such as those already available at the Canadian cultural centre in Paris.

Also located at Trafalgar Square is Books Canada Limited, the final subject of this aspect of the Commission's observations on facilities for the support of Canadian studies in Britain. This bookshop, which deals exclusively in Canadian books, was recently established by a number of Canadian publishers, in co-operation with the Canadian Government, to promote the sale of Canadian books in England. Books Canada Limited should help to alleviate the difficulty in obtaining Canadian publications in Britain which many universities reported to the Commission. (Books Canada has recently requested that the Canadian Government's three-year commitment of support should be extended to five years; the Commission hopes that every effort will be made to assure the continuing operation of this centre.) Again, however, as with the establishment of a Books Canada outlet in New York City, the establishment of such an outlet in London is only a first step, albeit an important one, to making Canadian books and publications more widely known and readily available throughout the United Kingdom. As in the United States, many representations made to the Commission from scholars and institutions in the United Kingdom suggest strongly that there is a significant market for Canadian publications in many parts of the large British academic community waiting to be tapped by those with the enterprise to seek it out. The Commission also received many representations, in Britain as it did in the United States, indicating the need for annotated bibliographies of textbooks and of basic reference materials to assist those who wish to begin a study of Canada at the universities and those who may wish to teach about Canada in the schools.

The Commission's findings thus indicated that while formally-structured course work devoted to Canadian studies in the United Kingdom is presently limited, an academic foundation for their further development exists. Moreover, it is supported by other positive factors including a broad general public interest, the prospect of assistance from various agencies, and some recent developments. It is evident from the Commission's research that there is a growing interest in Canada at a number of universities in the United Kingdom and that several are exploring the possibility of initiating or expanding offerings relating to Canada. A letter from the Vice-Chancellor of Reading University is typical of the responses that the Commission received from a good many universities in the United Kingdom:

> I can say that quite a number of my colleagues have personal contacts with Canada, and I feel sure that what I have said (about the extent of Canadian studies at Reading) under-estimates very greatly the overall interest in Canadian affairs, but it remains true that this interest is not focused or built into any firm pattern. My own reaction . . . is that this situation is very unfortunate and that many of my colleagues would welcome some encouragement to change it.

In many instances the interest is there; it has simply not been given any help or encouragement.

What is now essential is that there should be appropriate support, and some degree of leadership, from Canadian sources that will encourage and assist the development of existing programmes and nourish interest in the possibility of introducing new courses about Canada elsewhere. In particular, firm and continuous means of communication amongst those now engaged in Canadian studies in the United Kingdom are required. Some focus for the promotion of Canadian studies, which would help to support new university programmes with the aid of both the Canadian Government and private interests, is also necessary. With such needs in mind, the Commission believes that it would be advisable to assist and encourage the formation of an association which would bring together those sharing an interest in Canadian studies in the United Kingdom.

Such an Association for Canadian Studies in the United Kingdom, like its counterpart in the United States, in addition to serving as a communications link between scholars sharing this interest throughout the United Kingdom, might develop a programme that would promote an informed and scholarly interest in Canada in the British universities and schools system. It might usefully sponsor a newsletter that could provide information about activities in the field of Canadian studies in the United Kingdom and elsewhere and perhaps also contain scholarly articles of interest to the membership. The Association could sponsor conferences and seminars and work with other bodies to arrange lecture tours, visiting professorships, exhibits, exchanges and many other activities. Its advice could be of great assistance to governmental agencies and potential private donors in the planning and arrangement of support for activities in this field. In this connection, the Commission notes that there has long been a British Association for American Studies, and that a British Association for Japanese Studies was formed in 1974 to stimulate teaching and research about Japan in the United Kingdom.

The formation of an Association for Canadian Studies in the United Kingdom is only one example of the immediate possibilities for the support of teaching and research initiatives in Canadian studies in Britain that the Commission would like to draw to the attention of the Department of External Affairs and of its proposed Advisory Council on External Academic and Cultural Affairs. Support for courses and programmes of study about Canada would be welcomed by many universities. In selected instances such support might take the form of establishing a Chair in Canadian Studies. Indeed, the work of the proposed Advisory Council should include as a high priority the planning of a programme of Chairs in Canadian Studies to be established at selected universities abroad, as and when such a move would be appropriate.

Significant steps towards the establishment of the first of these Chairs in the United Kingdom have already been taken at the University of Edinburgh, an ancient and distinguished institution whose long-standing interest in Canadian studies has already been noted. The Commission wishes to commend the Canadian Government, its High Commission in London and interested members of the public in Britain and in Canada who have worked towards the creation of a Chair of Canadian Studies at Edinburgh. It would now urge the Canadian Government, working closely with the University and with the business community in both countries, to carry through to completion the arrangements to establish and endow this Chair.

The Commission urges, too, that attention now be given to the possibility of creating a similar Chair in England where lively interest has already been shown at several institutions, including Oxford and London. The significant level of activity in Canadian studies which exists at both of these universities, as well as their substantial library resources in this field and their continuing scholarly exchange with Canadian students and academics, could provide the basis for an expanded programme of research and teaching at the graduate level. For this Chair, the Commission would suggest that consideration be given to an appointment lasting for several years, which would provide sufficient time to permit and encourage the incumbent to provide leadership in the planning of a co-ordinated growth in undergraduate and graduate teaching relating to Canada.

A number of representations to the Commission also urged the desirability of establishing a Canadian Centre for Emigrant Studies at an appropriate university in the United Kingdom. The Centre would provide a focus and support for research into the background and history of the large and continuous movements of population to Canada from the British Isles. Its work would facilitate an examination and assessment of the political, cultural and social significance of these migrations. Similar suggestions have been made to the Commission about the need for centres for such studies in other countries and regions from which there have been substantial migrations to Canada, including, for example, France, Italy, Germany, the Netherlands, Scandinavia, Eastern Europe and the United States. The Commission recommends that the proposed Advisory Council for External Academic and Cultural Affairs explore the possibility of encouraging and assisting the development of a number of centres at selected universities abroad for the study of population migrations to Canada.

In reviewing the opportunities for Canadian studies in the United Kingdom, some special reference must be made to the very rich resources of archival materials in Britain which are related to Canada. Business records, family papers, Government archives and local newspapers of value to researchers in the Canadian studies field abound throughout the United Kingdom. However, their importance is still often unrecognized and they remain unused. In some instances, valuable records have been lost or destroyed or allowed to suffer damage through neglect.

It is a matter of urgency that before further records are lost or damaged, arrangements should be made to seek out and to catalogue archival resources relating to Canada in the United Kingdom. Steps should also be taken to ensure their preservation and accessibility to scholars. A small team of archivists, operating on the spot in the United Kingdom, would more than justify the costs involved in terms of permanent gain and enrichment to the fund of materials available for future Canadian researchers. Australian Federal and State Governments have acted in concert for over a decade to support such a unit for the assessment of records relating to Australia in the United Kingdom. The Commission believes that the approach followed by Australia might serve well as the appropriate model for a similar Canadian programme, supported and financed by the Federal and Provincial Governments, and conducted by the Public Archives of Canada. Staffed by professional archivists, and assisted by interested scholars and students in Britain, such a programme could meet the urgent need for the listing and description and, in some cases, for the copying or even acquisition of records relating to Canada in the United Kingdom. The limited office space requirements for such a programme should be provided by the Canadian High Commission in London, again following the Australian example. Further reference is made to this subject in the chapter of this report dealing with the general topic of archives and Canadian studies.

Much can and should be done, in these and other ways, to encourage and assist the development of Canadian studies in the United Kingdom. There is both the opportunity and the need for positive support from Canadian sources for this purpose and such support would be welcomed and appreciated by the growing number of British scholars and institutions interested in this field.

France

There is a very considerable interest in Canadian affairs in the universities of France, which is already reflected in the growing attention that many of them have devoted to Canadian studies over the past fifteen years. This interest finds its natural focus in the culture and history of Quebec. However, in recent years increasing attention has been directed as well to the Francophone peoples of the other Provinces, and in particular to the long-established and sizable French-speaking communities of New Brunswick, Ontario and Manitoba. Indeed, developments in the universities of France indicate a growing interest in all elements and aspects of Canadian society. Such interest is both natural and welcome, given the historic relationship between our two countries. All appropriate steps should, therefore, be taken to encourage and assist those scholars and institutions in France who wish to extend a knowledge and understanding of Canada through teaching and research. A great deal has already been done. Centres and courses on Canada have been developed at numerous locations where support has been provided through a variety of excellent programmes and special arrangements sponsored or supported by the French, the Canadian and the Quebec Governments. Indeed, the extent of Canadian studies in France graphically illustrates what can be accomplished by a planned strategy of cultural and academic relations.

For many years large numbers of Canadian students, and in particular students from French-speaking Canada, have attended universities in France for post-graduate education. Many more Canadians have studied French there for shorter periods. However, until relatively recently, the development of formal institutional links between French and Canadian universities and of courses and programmes in the field of Canadian studies in France received little support from Governmental sources. It was largely at the initiative of individual scholars and of French-language institutions and organizations in Canada that Canadian universities had anything at all to do with universities in France. Fortunately, universities in Quebec have for a long time placed some priority upon maintaining and developing their associations with interested universities in France. In some cases, these associations began through personal friendships between a professor in Quebec and his counterpart in France. In other cases, the French and Quebec universities were brought together through common interests in certain disciplines. In still other cases, academic links between Quebec and France resulted from long-standing cultural and historic links between two areas or cities. Private initiatives of this type have been numerous and they have made a very important contribution to the scholarly and cultural relationships between Canada and France. These early private initiatives have received increasing support over the past dozen years from a growing network of official arrangements linking the two countries in cultural affairs.

The Government of Quebec has supported academic relations between universities in Quebec and in France in a number of ways since the early 1960's. Québec House, which was established to serve as a base for the Délégation Générale du Québec in Paris, has special responsibilities for the administration of various educational exchange programmes between Québec and France in addition to its work in the areas of culture and education, student affairs, press and information services, library services, tourism, immigration, science and technology, and economic affairs. In 1965 Quebec signed an agreement with France that extends to a diversity of cultural, educational, scientific, and economic exchanges, and other activities.

The Canadian Government has also been increasingly active in supporting academic and other cultural programmes in and with France since the mid 1960s. In 1965 Canada signed a formal cultural agreement with France that created the joint Commission Mixte France-Canada to negotiate and implement exchanges between the two countries in education, culture, science and technology. The Commission's projects include the administration of 150 scholarships for students of each country, annual exchanges of between five and twenty professors, and an exchange of scientists arranged by a sub-commission on science, which includes advisors from the National Research Council. New Brunswick, Ontario and Manitoba are participating actively in the programmes that come under this general cultural agreement between the Governments of Canada and France.

In 1970 a Canadian Cultural Centre was founded in Paris as a relatively autonomous extension of the Canadian embassy. This Centre, which is still Canada's only cultural centre abroad, seeks to promote an awareness of Canadian culture in Paris by exhibiting art work and films, by sponsoring concerts, colloquia and lectures, and by helping to launch new Canadian books. In addition, the Centre has a library of some 12,000 Canadian works. It subscribes to some 200 specialized Canadian journals and to a variety of Canadian newspapers and popular magazines. An increasingly important service of the Centre is the assistance and advice it provides Canadian students, artists and university faculty members in France and to French citizens interested in Canada. Separate missions in Bordeaux and Marseilles handle similar activities in western and southern France, respectively, although the concern of these offices tends to be more with cultural events rather than educational affairs.

These initiatives, by both the Canadian Government and the Quebec Government, have done much to spark interest in Canada within France, especially in the past decade. The scope and impact of these efforts are indicated by the fact that last year alone 33,000 copies of National Film Board films were seen by an estimated 3.25 million people in France. They have also contributed to the widespread interests in Canadian books in France and to the fact that Paris has become an important centre for the distribution of Canadian publications. With the help of the Canadian Government, Books Canada Limited has established a first class bookshop in Paris, Livres du Canada, which serves not only that city and the whole of France, but most French-speaking parts of Europe. There is in Paris, in addition, a good Canadiana section at la Librairie d'Ecole, a private retail bookshop that caters principally to students and educational institutions. Beyond this, a growing number of French distributors have exchange or agency agreements with Quebec publishers.

Like the United Kingdom, France possesses enormously valuable archival materials relating to Canada, including church and Government documents, business records and family papers. Most of these have not yet been properly catalogued, or even listed. Many are still unidentified and some are undoubtedly subject to the risk of deterioration or destruction. The valuable work done, for example, by Dr James Pritchard of Queen's University in surveying early commercial records relating to New France at La Rochelle provides an indication of the importance for Canadian scholarship of the archival materials in France. It is, therefore, vital that France be included in the major project to search for and identify archival materials abroad relating to Canada that the Commission recommended earlier in this chapter.

In making this recommendation, the Commission is not in any way discounting the valuable work done since the latter part of the nineteenth century by the Public Archives of Canada in identifying and helping to preserve material in France of interest to Canada. However, substantially more financial resources should be made available to the Public Archives to enable it to broaden and accelerate the excellent work it has been doing.

Approximately one thousand Canadians are now studying in universities throughout France. Canada's academic presence is also evident at the Maison Canadienne, which is located amongst similar buildings serving some fifty other countries in the International City on the edge of Paris. Built in 1924 through the generosity of Marcellin Wilson, a Canadian entrepreneur and banker, the Maison Canadienne is essentially a residence with non-academic facilities rather than a centre for formal instruction. Although each of the fifty-odd national Maisons or Institutes is technically owned by the University of Paris, individual countries are responsible for maintaining their own building. The Governments of Quebec, Ontario and Manitoba have made contributions towards the upkeep of the Maison Canadienne and the Canadian Government recently provided funds for its renovation and expansion from 76 to 104 rooms. The balance of the income of the Maison Canadienne is derived from rent paid by student residents, which does not meet the costs of operation. Consequently, it faces the prospect of recurring deficits, which threaten its continued existence. Last year's deficit of about fifty thousand dollars was met by a special grant from the Canadian Department of External Affairs. However, long-term measures are required to put the finances of the Maison Canadienne on a sound footing.

The Commission believes strongly that the Maison Canadienne is an important asset to Canada: first, as a means of assisting Canadian students in France; second, as a means of fostering amongst many Canadians over the years an understanding and appreciation of France both for itself and for its historic and continuing relevance to Canada; and, third, as a means of exposing students from France and from many other lands to Canadian culture. For these reasons, the Commission views with some concern the recurrent financial problems which the Maison Canadienne now faces and the prospect, even, that it may be forced to close because of these problems. It is essential that a way be found to resolve these problems and to ensure that the Maison can continue to fulfil its useful function. Further increases in student fees is not the answer, as many students would be unable to afford the extra cost. Moreover, the fees at the Maison Canadienne must remain reasonably in line with the fees charged by the Maisons or national institutes maintained by other countries in the International City, many of which have endowment income and/or a regular annual sustaining grant from their Governments. Most of the students at the Maison Canadienne are, in fact, on scholarships or bursaries from their Provincial Government; the remainder are supported by either the Canadian Government or the French Government. Through the years, all the Provinces of Canada have been well represented amongst the students living at the Maison.

The Commission would therefore urge that the Department of External Affairs, with the assistance of its proposed Advisory Council on External Academic and Cultural Affairs, explore as soon as possible with the Provinces and with potential private donors ways and means of putting the finances of the Maison Canadienne on a sure footing. There are private donors who could be interested in such a project – as Mr Wilson proved by his generous gift fifty years ago. Moreover, the Provinces, with their interest and responsibilities in the fields of culture and education, have a stake in the successful operation of such an educational centre for Canadians studying abroad.

There are, thus, many factors, historical and contemporary, institutional and individual, that have fostered the widespread and growing interest in Canadian studies in the universities of France. The nature and extent of this interest, and the opportunity it provides for further development of a knowledge and understanding of Canada in France, may be illustrated by noting some examples of the current activity in this academic field.

The University of Human Sciences (Strasbourg) has a Chair in French Canadian Language, Literature and Civilization, established in 1966-1967 when Professor Luc Lacoursière was visiting the University from Laval. Two courses were offered regularly in association with the Chair, one at the undergraduate and one at the post-graduate level.

A Centre for Canadian Studies was founded in 1970 at the University of Bordeaux in response to a growing interest on the part of both faculty and students. The Centre offers a multidisciplinary programme, primarily at the graduate level. Particular attention in both teaching and research is given to Canada by Bordeaux's Institute of Political Studies. The University has received help in developing its Canadian studies activities from the Délégation Générale du Québec in Paris and from the Canadian Consulate General in Bordeaux. The Centre also profits from the presence of an associate professor from Quebec at the Institute of Political Studies and from its collaboration with the International School at Bordeaux, where a number of Canadians are either teaching or studying. In addition, the Centre maintains close ties with the Centre of North American Studies at the University of Bordeaux III, which in 1972 created a Canadian studies section. This section orients its research towards Canadian literature and civilization and possesses a specialized library. These and other initiatives within the University and, more broadly, within the region make clear that Bordeaux is becoming a major centre for Canadian studies in France.

At the University of Haute-Bretagne undergraduates may choose up to three courses in French-Canadian studies for credit towards their degree. French-Canadian studies is among the options in Twentieth Century French Literature open to students majoring in classical or modern literature. Courses in French-Canadian studies are also included amongst the options open to students engaged in the comparative study of the civilizations of the North American continent. These courses are attracting wide interest and substantial enrolments.

There has been a Chair of French-Canadian literature at the University of Rennes since 1918 and interest in this subject continues to be strong at the University with close to a hundred students enrolled in these courses at the undergraduate level and others pursuing post-graduate work in this field.

The University of Paris I directs attention to Canada within both its programme of North American studies and its instruction about the Commonwealth. The University of Paris IV has a Chair of Canadian Studies and plans are now being made to expand the programme conducted in conjunction with it.

The University of Lille has recently established a Centre for Canadian Studies which deals with aspects of both French-Canada and English-Canada. The Centre has established informal working links with the University of Guelph to strengthen its English-Canadian literature studies. The Centre plans to develop a wide range of Canadian research projects, courses and publications, as well as to participate in exchanges with Canadian universities.

Courses pertaining to Canada are also offered at the Universities of Poitiers, Caen, Marseilles-Aix-en-Province, Nice, Pau, and Rouen – and the list could no doubt be extended.

In a number of instances, these universities have established formal or informal working links with one or more Canadian universities to develop research projects, courses, publications and exchanges. The establishment of these working links has been greatly assisted by the activity of such organizations as the Association des universités partiellement ou entièrement de langue français (AUPELF), the AUCC and the Canada Council. With their help, a two-way flow of academics between the French and Canadian universities is maintained in co-operation with l'Office national des universités et écoles de France, the Association des anglicistes, the Association française d'études nord-américaines and other interested organizations in France. Finally, general exchanges of students between two individual universities, such as those between McMaster University in Hamilton and the University of Besançon, are not infrequent.

As this brief survey may suggest, much is already happening in France in the field of Canadian studies. However, appropriate assistance and encouragement from Canadian sources is required to strengthen existing programmes and to help initiate new ones at selected institutions. The Commission would therefore suggest that the proposed Advisory Council for External Academic and Cultural Affairs undertake at once a review of the terms and operation of the present France-Canada cultural agreement with a view to strengthening Canadian studies in France. Specific proposals to achieve this purpose should be prepared for consideration by the Commission Mixte France-Canada.

The Canadian Embassy or the Canadian Cultural Centre in Paris should work with others to sponsor a conference, similar to the one that the Commission recommended for the United Kingdom, to consider the possibility of forming an Association for Canadian Studies in France. Representatives of the Canadian Government, the French Government, the Quebec Government, the Commission Mixte France-Canada and the Délégation Générale du Québec, as well as French scholars in the field of Canadian studies and representatives of interested French universities, should be among those invited to such a conference.

With the assistance of such an Association, the Department of External Affairs, in consultation with other appropriate bodies in France and Canada, should identify more fully those universities or institution in France that have an interest in Canadian studies. It should then examine ways in which to encourage and support this interest. It would be useful, in this connection, for the Department to keep an up-to-date dossier of all programmes of instruction and of research activities pertaining to Canada in France. The Department could also be of more service in facilitating communications and working links between French and Canadian scholars and institutions. These and other activities point to the need, in Paris as elsewhere, for the Department of External Affairs to direct increased staff and resources to the cultural aspects of its work abroad, including academic liaison.

Italy and the Vatican

Italy and the Vatican contain resources of immense and direct significance for Canadian studies, although this fact has as yet been little recognized. Canadian students of antiquity, of religion, of the fine arts and of the Mediterranean world have, of course, clear interests in the history and culture of Italy. But much may be learned as well about the roots and nature of

Canadian society by studying the rich scholarly, literary, artistic and historical records and artifacts of the Italian peninsula. The experience and traditions of the classical world, of Christianity and of the Renaissance constitute a vital part of the Canadian cultural inheritance. There can, indeed, be no full knowledge or understanding of this country without a knowledge and understanding of its historical, religious and cultural roots, so many of which are to be found in Italy.

In addition to these strong and pervasive historical reasons for the scholarly interest of Canadians in Italy, there are an increasing number of contemporary links between our two countries that merit attention by Canadian scholars in many different academic fields. Perhaps the large and growing population of Italian ancestry in Canada is the most obvious of these. But other common interests in trade, defence, foreign policy the arts and culture provide additional areas that should be examined in terms of contemporary Canadian studies.

There is, thus, both opportunity and need for scholarly attention to Canada's roots in and ties with Italy, both historical and contemporary. Unfortunately, however, very little in the way of tangible support has been directed to this end by the Canadian government and its agencies or by the Canadian university community. The formation in 1972 of the Canadian Society for Italian Studies was a very welcome and encouraging sign of the growing interest of Canadian scholars in Italy and, also, of a new awareness of the importance of the Italian contribution to Canada.

Amongst the wealth of research materials available in Italy of immediate interest to Canadian scholars are documents and records relating to culture and the arts, to the early and continuing role of the Catholic Church in Canada and to social and political affairs. Valuable information on early navigation and the exploration and settlement of North America is also to be found, dating from as early as 1124 A.D. when the Viking settlements in America petitioned for a bishop.

The massive collections of the Vatican Library and Archives are of central importance for such research. Materials of interest to Canadian scholars at the Vatican are located in three principal research centres: the Vatican Secret Archives, the Vatican Library and the Archives of the Sacred Congregation for the Evangelization of Peoples. In addition, there are in Rome the many archives of religious orders, congregations and societies that are or have been involved in apostolic work in Canada. These archives also contain extensive materials of direct interest to Canadian scholars.

Unlimited access to all materials at the Vatican up to the end of the pontificate of Pius IX in 1878 is available to all *bona fide* scholars presenting a testimonial letter from their college, university or religious superior. Access to the private archives of the religious orders in Rome is generally granted following the presentation of a letter of recommendation from the appropriate ambassador, although there are a number of potential sources of delay. Since the appointment of a Canadian ambassador to the Vatican in 1969, however, it has become significantly easier for Canadian scholars to obtain permission of access promptly.

Other research materials of interest to Canadian scholars are to be found in various public and departmental archives maintained by the Italian Government and in regional and municipal depositories throughout Italy. There are also extensive archival collections in private hands.

With so much archival material available, in so many different locations, drawn from so many centuries and dealing with so many different subjects, clearly there is a need for a systematic survey and inventory of archival resources in Italy that refer to Canada. Such an inventory would in itself suggest some of the subjects of Canadian interest waiting to be examined in Italy. Its existence would also greatly assist Canadian scholars to plan their activities with a knowledge of the range and location of research materials of potential interest to their work. Consideration should also be given to the possibility of microfilming such materials for use in Canada and to repatriating some of the materials that were transferred from Canada to Italy in the past.

Although the Commission found almost no evidence of Canadian studies in Italian universities, there are several agencies of Canadian academic involvement in Italy. There is a Canadian School, which is a summer programme conducted by the University of Alberta on the premises of the British School at Rome. The School offers a valuable post-graduate residential experience, combined with courses in the two disciplines of art and archaeology. Informal arrangements have enabled the Canadian School's two dozen students to make use of the facilities and resources of the British School since 1966, including access to a 40,000 volume library. Commencing in 1974, somewhat more formal financial and administrative arrangements between the University of Alberta and the British School have been thought desirable. Recently several other Canadian universities, including McMaster University and the University of British Columbia, have expressed interest in a similar association with the British School.

The British School has been most generous over the years in providing accommodation and assistance to students from throughout the Commonwealth on an individual basis. In this way it has rendered a valuable service to hundreds of Canadian scholars and, in doing so, has made up to some extent for the lack of a Canadian School in Rome. However, despite the promise of continuing British generosity, the Commission believes that it is now time for Canada to establish its own School in Rome. Indeed, such a development is long overdue. The importance of Rome as an international centre of scholarly research and communication has already been recognized by many countries that have established schools, academies or research centres there, including Austria, Belgium, Britain, Denmark, Finland, France, Germany, Hungary, Japan, the Netherlands, Norway, Poland, Romania, Spain, Sweden and the United States.

A Canadian School in Rome would provide a centre and base of operations for Canadian scholarly research and artistic activity in Italy. It could also provide a valuable service to Italian scholars with an interest in Canada. Indeed, it should help to stimulate such interest by acting as an information and reference centre about Canada and by providing ready opportunities for communication between Canadian and Italian scholars.

In addition, the School could assist in many ways with the development of courses or programmes of study relating to Canada at interested Italian universities, for example, by helping with arrangements for visiting lecturers, by advising upon possible curricula arrangements and library acquisitions and by facilitating research and exchange activities. To give effective service, both to Canadian and Italian scholars, the School should develop a library containing a strong reference collection on Canada and subscribe to an appropriate range of Canadian journals and periodicals.

The creation of a Canadian School in Rome will require both the acquisition of suitable physical accommodation and adequate financial arrangements for its continued operation. One possible location for the School might be the present building of the Canadian Pontifical College, which was established by the Sulpicians of Montreal in 1888 as a residential base for priests and seminarians studying in Italy. The building may now be somewhat larger than necessary to meet the current requirements of the use for which it was originally intended. If it were available, this building could provide excellent facilities for a Canadian School without the necessity of major renovations to adapt its structure to educational purposes.

The financial support needed to establish and operate a Canadian School in Rome should be forthcoming from a combination of sources, including the Canadian Government and its agencies and the Provinces of Canada. In addition, Canadian corporations, foundations and individuals with an interest in Italy, and Italian corporations, foundations and individuals with an interest in Canada should be approached.

In conjunction with the establishment of a Canadian School, steps should be taken to strengthen the resources of the Canadian Cultural Institute in Rome and to relate the application of these resources to the proposed Canadian School. The Institute, which is sometimes also called the Canadian Foundation, is an Institute in name only; it has neither buildings nor any permanent programme or staff. It is, in fact, simply the annual interest from the residue of a fund of about half a million dollars that was contributed by Italy in 1954 in partial repayment for Canadian assistance to Italian civilians in the Second World War. The balance of the fund was used by Canada to purchase a residence for the Canadian Embassy in Rome. The payments to Canada by the Italian government were provided for in a civilian relief agreement between the two countries signed in 1950. The purpose of the Institute is 'to promote exchanges and strengthen cultural ties between Canada and Italy'. In practice, its activities have been limited to awarding two or three fellowships each year to Canadian artists and scholars to pursue their interests in fields in which there are special facilities or opportunities in Italy. It has also provided some support for Canadian exhibits and concerts from time to time.

In conclusion, it may be suggested that there is good reason for planning a substantial development of the facilities and arrangements for Canadian scholarly and cultural activity in Italy. The basis for such a development now exists and a significant expansion of support would be welcomed. Very few developed countries have so neglected the special opportunities for research and scholarship provided by Italy and the Vatican. It is now time to take the steps necessary to make up for this neglect.

Germany

The scope and depth of the activities in which Canada and the Federal Republic of Germany are jointly engaged under the bilateral Agreement for Scientific and Technical Co-operation of 16 April 1971 are impressive. The Agreement has encouraged collaboration in a wide variety of scientific and technological fields, including marine geology and geophysics, marine biology, physical and chemical oceanography, urban affairs, health care, communications, and radio astronomy. It also provides for personnel exchanges of varying lengths intended to promote research projects, conferences and the transfer of information about programmes and problems of mutual concern.

The Commission has also noted with approval the existence of a number of direct academic exchange programmes between German and Canadian universities such as the one in which McGill is presently participating. Under this programme, McGill each year receives and supports financially two teaching assistants from German universities who are free to study English, French or German while teaching in the Department of German. In turn, two McGill scholars specializing in German are sent overseas and supported by the German university at which they work.

In addition to such exchanges and to the activities conducted under the 1971 Agreement, which contribute to a broader knowledge and recognition of Canada in Germany, there is evidence of substantial interest in Canadian affairs in the curriculum of several universities in Germany. Canadian law, history and literature, in both English and French, are studied in various departments of the University of Munster. The University's Department of Geography deals in some depth with Canadian topics, including: vegetation and frozen soil formations of the Western Canadian Archipelago in a course on plant geography; climatic and meteorological research in Baffin Island, in a course on climatic geography; settlement and economic development in Northern Labrador in a special thirteen month course; and development, settlement and the economy of the Canadian Arctic in a course on cultural geography. Close contacts exist between Munster University and the Geological Department at Brock University in Ontario, which have been conducting joint research on the Canadian Arctic Channel Project.

At the University of Heidelberg a wide range of Canadian subjects is examined: government and politics, literature, agriculture, population, cities and the national parks. At Justus Liebig University of Giessen, French-Canadian literature is studied in courses on the romance languages. The Geographical Institute at Philipps University of Marburg has published papers on a variety of Canadian subjects and the University, which has a long-standing interest in Canada, has prepared a full catalogue of its extensive Canadiana collection. Albert Ludwig University of Freiburg devotes attention to Canadian literature and is planning to introduce a special course on the Canadian short story. Consideration is being given by some German scholars to the establishment of a "Canadian University in Europe" making use of the facilities of the University of Kassel.

Other courses or parts of courses on Canada were noted by the Commission at a number of other universities, including the Friedrich Alexander University of Erlangen-Nuremberg, Johannes Gutenberg University of Mainz, the Eberhard Karl University of Tubingen, the University of Cologne and Christian Albrecht University of Kiel.

A particular problem for those interested in Canadian studies in Germany has been the lack of suitable teaching and reference materials about Canada printed in German.

More than a dozen German universities and many members of the German academic community have demonstrated their interest in teaching and research about Canada. It is time that they were given more tangible evidence of Canada's interest in their doing so.

Scandinavia

The countries of Scandinavia — Denmark, Finland, Iceland, Norway and Sweden — have a great deal in common with Canada. All are northern countries with geographic and climatic conditions similar to those prevailing in many parts of Canada; they are major producers and exporters of natural resources, food-stuffs and raw materials; their extensive export trade has encouraged a general familiarity with English and French; the sea has had a strong influence on their national life; and several of them share with us the problems and opportunities posed by a multicultural society. For these and other reasons, we have much to learn from one another's experience.

In addition, there are both historic and contemporary associations of a special nature between our countries. The association of what is now Canada with the Scandinavian community dates back to at least the year 1,000 A.D. when Leif, the son of Eric the Red, visited our shores. There is abundant and increasing archaeological evidence that many such visits were made to this country from the substantial Viking settlements in Greenland during the succeeding centuries and that some settlements were probably established here as well. The impact of these on the native peoples of Canada has yet to be fully assessed. It is already clear that the Norsemen's knowledge of land and sea and winds provided the key to the northern route across the Atlantic, which was eventually followed by the Basque, Italian, Portuguese, Spanish, French and British explorers and fishermen who opened the way to the permanent European settlement of Canada in the seventeenth century.

These ancient links between Scandinavia and Canada were renewed by the influx of settlers from the Scandinavian lands to Canada in the nineteenth and twentieth centuries, creating extensive cultural and personal ties between these countries and Canada. These, in turn, have been a factor in the growth of trade and tourism, and in political and defence arrangements, in which our countries share many common interests.

There is, thus, substantial cause for an active interest in Canada in Scandinavia and for scholarly interest in teaching and research about Canada at the university level in these countries. Such interest does exist and it offers a sound basis on which to encourage the building of academic programmes that will foster a fuller knowledge and understanding of Canada in Scandinavia.

In Denmark Canadian literature is studied in the Commonwealth literature programme at the University of Aarhus. The Canadian Government has given some support to these studies with a book grant and by providing financial assistance for a Commonwealth Literature Conference held at the University in 1971, which was attended by a number of Canadian authors and scholars. Aarhus has expressed interest in extending its work in Canadian studies to include courses in Canadian history and civilization. There is also extensive interest in Canadian studies at the University of Copenhagen where the Institute of Plant Anatomy is concerned with studies of arctic flora; the Mineralogical Museum is studying Canadian geological conditions; courses and research are conducted on the ethnography and ethnology of the Indian and Eskimo peoples; and the Institute of Comparative Anatomy is collaborating with Canadian scientists in marine and arctic studies. The University's Department of Biology shares an interest with the University of Calgary in the study of fungi in ecosystems which has led to the development of working relationships between the two institutions. The National Museum in Copenhagen has co-operated with the National Museum of Man in Ottawa in various projects relating to Canadian Eskimo studies since the time of the fifth Thule Expedition in 1921-1924.

Proposals have recently been made for further collaboration between scholars in Denmark, Britain, Greenland and Canada in the field of arctic studies. For both political and geographical reasons, Canada may share with Denmark a particular interest in research relating to Greenland. This is reflected, for example, in the research pursued by Dr D.P. Beatty at Mount Allison University on the subject of 'Canadian-American Interest in the Defence of Greenland. 1940.'

In Finland the University of Turku's Subarctic Research Station has sponsored a series of expeditions to Canada to pursue field work in high latitude botany. It has, as well, produced a study on Churchill Falls for publication in the McGill *Subarctic Research Laboratory Annual Report*, and has undertaken comparative research on ecological problems in northern Canada and Finnish Lapland. Extensive research and thesis work on the subject of Finnish immigration to Canada is being conducted at Turku and at the University of Helsinki, where a course on Canadian literature has also been introduced. The subjects of bilingualism and language legislation in Canada have been studied at the Swedish University of Abo in the Departments of Sociology and of Law. Research and teaching on this subject have involved some communication with universities and Government agencies in Canada and detailed reference to the work of the Royal Commission on Bilingualism and Biculturalism. The University of Jyvaskyla's Institute of General History offers instruction about different aspects of Canadian history. Schools of architecture in Finland, and elsewhere in Scandinavia, have expressed interest in the ways in which Canadian architecture has responded to similar challenges of climate and environment.

In Iceland no specific references to Canadian studies were reported. However, research and teaching activities related to Iceland in Canada have come to the Commission's attention. The most notable of these are found in the University of Manitoba's Icelandic studies programme, which serves as an acknowledgement of the Province's historic ties with that country. The National Museum of Man in Ottawa is also conducting research on the subject of the Canadian Icelandic community.

In Norway there has as yet been only limited work in the field of Canadian studies at the Universities of Bergen, Oslo and Trondheim. Occasional references to Canadian affairs were noted in some courses in history, geography, social anthropology and political science.

In Sweden a Canadian studies programme, including the preparation of a series of publications, was long conducted at the University of Upsala through the dedicated personal interest of one senior scholar. However, in general, Canada is dealt with only peripherally in courses in history and geography at the university level. A proposal for the creation of a programme of North American studies, which will deal with Canada in some depth, is now under study. This suggestion parallels other proposals for similar area studies programmes relating to Eastern and Western Europe and to Japan. The recent report of the Swedish Committee for Internationalizing University Education has laid stress on the importance of international exchanges of university staff and students, and has called for 'a special appropriation to strengthen the universities in their international activities'.

One major area of mutual interest between Canada and the Scandinavian countries appears to be immigration or emigration studies. The Commission recommends that the Department of External Affairs, with the assistance of its proposed Advisory Council on External Academic and Cultural Affairs, and working closely with the Department of the Secretary of State, initiate discussions with Scandinavian scholars and universities who are actively engaged and interested in emigrant studies to explore the possibility of establishing in Scandinavia a Centre for Studies on Scandinavian Emigration to Canada. Such a Centre could, in turn, help to generate other developments in Canadian studies in that part of the world. It could also tie in with, and usefully complement, emigrant studies relating to Canada elsewhere, for example, the proposed Canadian Centre for Emigrant Studies in the United Kingdom. It could, in addition, provide valuable support for research and teaching on ethnic studies in Canada.

Representations to the Commission frequently expressed interest in the possibility of developing an effective, full-scale programme of student and faculty exchanges between Canadian and Scandinavian universities. It was noted, for example, that one such programme, through which 100 students from the University of California study for a year at Uppsala in Sweden, has produced substantial benefits for the two countries concerned in terms of generating scholarly interest and activity and opening up communications between their respective academic communities. The Commission further notes the role such exchanges could play in stimulating interest in Canadian studies in a region where the potential for an interest in this field is already high. It therefore recommends that the Department of External Affairs, with the assistance of its proposed Advisory Council, initiate discussions with appropriate Governmental and educational authorities in Canada and in the Scandinavian countries to promote a substantial programme of student and faculty exchanges with the universities of Scandinavia.

There is, in the Commission's view, a large and as yet unfulfilled potential for co-operation between the universities of Canada and Scandinavia in both teaching and research in a wide variety of fields which would yield solid benefits to all the participating individuals, institutions and countries.

The Union of Soviet Socialist Republics

Canada and the Soviet Union share, at least in potential, a great many common academic interests. These include, for example, subjects for study arising from a vast and shared frontier in the Arctic; from climatic, geographical and geological circumstances that are often similar; from flora and fauna that have much in common; from the influences of great ocean coastlines and of vast inland waters and waterways; from culturally diverse populations; from past migrations of peoples to Canada; from trading and economic links; and from common concerns, if not always common viewpoints, in world affairs. There is, thus, much to be gained from comparative and co-operative studies about our two countries, which would link Russian and Canadian scholars and institutions. Beyond this, it is a matter of the first importance in present world conditions that there should be the most extensive knowledge and understanding possible of Russia in Canada and of Canada in Russia.

It is a matter of concern, therefore, that there do not appear to be any general programmes of Canadian studies at the university level in Russia. Moreover, there are few courses at any Russian university, so far as the Commission could ascertain, that deal specifically with Canada. The Commission was glad to learn, however, that at a Moscow University there is within the Department of History an option in Canadian history. Within recent years, four or five students a year have been graduating with diplomas in this area and a number have gone on to graduate work. Elsewhere, when Canada is occasionally mentioned in the undergraduate curriculum, it is usually as part of a broad survey course. Somewhat more attention is devoted to Canadian topics in graduate study and in the last few years there have been some twenty dissertations on Canadian topics.

In research, however, rather more attention is being devoted to Canada. In the Academy of Sciences there is a Division of Canadian Studies of the Institute of the United States in which ten scholars are now engaged in interdisciplinary research. The Institute has a full-time director and a body of graduate students engaged in research pertaining to the United States and Canada. The Commission was happy to learn of a probable move to change the name of the Institute to the Institute of the United States and Canada.

In addition, a section of the Institute of General History of the Academy of Sciences, dealing with North America, includes a group of six or seven scholars working on Canadian history. The Institute of World Economy and International Relations of the Academy of Sciences has four senior experts on Canada. The Institute of Geography of the Academy also deals extensively with Canada. In the Institute of Ethnology at the Academy there are three specialists on Canadian ethnic groups.

At Moscow State University and at various other universities and institutes in the Soviet Union there are also scholars working individually or in small groups on Canadian topics. Recent Russian academic books on Canada have dealt, among other things, with: new regions in the economy of an industrialized country; the geographic study of Canada; French-Canadian literature; the problems of nationalities in Canada; the linguistic situation in Canada; and post-war immigration. In the last few years some twenty or thirty articles on Canadian topics have been published in Soviet learned journals.

In contrast to the comparative lack of academic attention to Canada in Russia, Canadian scholars and universities are directing substantial and growing attention to the study of the Soviet Union at both the graduate and undergraduate levels and in research. The 1972 Ford Foundation grant of $150,000 for a period of three years to the Centre for Russian and East European Studies at the University of Toronto, for example, gave timely recognition to the importance and value of the work being done there. The Centre was then already in its tenth year of operation and had associated with it forty-seven staff members, specializing in economics, political science, geography, history, Slavic languages and literatures, and sociology, with about seventy graduate students studying in these areas. The Slavic collection of the University of Toronto library now exceeds one hundred thousand volumes. The Ford Foundation grant has helped the Centre to support research and travel by faculty members and graduate students in the Soviet Union and Eastern Europe; to acquire additional library materials in the Russian, Ukrainian, Polish, Serbo-Croation, Czech, Slovak and other Slavic languages; and to support the appointment of visiting professors for short terms to the University departments associated with the Centre. Earlier grants from the Canada Council and from the Laidlaw and Donner Canadian Foundations assisted various aspects of the Centre's work. Significant developments in Russian and East European studies have also been taking place at a number of other Canadian universities, both in teaching and in research.

The Commission would urge that the proposed Advisory Council for External Academic and Cultural Affairs review these developments within Canada and that it seek ways of encouraging and facilitating some broader development of Canadian studies in the Soviet Union, in consultation and co-operation with scholars, institutions and Government agencies in both Canada and Russia. An important first step in this direction has already been taken by the signing of a General Exchange Agreement between the two countries in the autumn of 1971. In the academic field the Agreement currently provides for an exchange of five researchers from both countries for periods of up to four months, an exchange of five lecturers for a period of up to one year, and an exchange of twelve students, representing all disciplines, for periods of up to ten months. Extension of the Agreement has led to a broad programme of co-operation and exchange in a range of areas, including atomic research; arctic science, resources and development; public health, medical care delivery systems, medical sciences; the humanities and the social sciences; language, literature and linguistics; pedagogy, cinematography, the theatre, music and choreography; library materials; television and radio; sports; and journalism. The cost of administering the academic part of the programme, about $125,000, has been assumed by the Department of External Affairs. The Association of Universities and Colleges of Canada is responsible, on the Department's behalf, for selecting Canadian students to visit the Soviet Union, while the Canada Council is responsible for placing Russian students in Canada and for the selection of Canadian researchers and lecturers to visit the Soviet Union. An enlargement of the scope of this General Agreement might provide a framework acceptable to the Soviet authorities for the encouragement of some Canadian studies in the Union of Soviet Socialist Republics.

The Commission welcomes the establishment in 1974 of an Inter-University Council on Academic Exchanges with the U.S.S.R. and Eastern Europe to promote exchanges of faculty members and graduate students, and to foster other forms of co-operation between Canadian universities and institutions of higher learning and research in the Soviet Union and Eastern Europe. It urges that the work of this Inter-University Council should receive the full encouragement and support of the Department of External Affairs.

Some Other European Countries

Austria. A course on Canadian Literature and Civilization offered on a trial basis by the University of Salzburg in the winter semester of 1972-1973 was so successful that it was again offered in the summer session of 1973. The University now hopes to be able to make the course available on a regular basis as a part of its continuing curriculum.

Assisted by a gift of books and mineral samples from the Canadian Government, the Geological Institute of the University of Vienna has included some instruction about Canada in its course on North American geology. The Institute would like to expand this aspect of the course, depending upon the availability of funds and teaching aids.

Belgium. Belgium and Canada have much to learn from one another's experience in coping with the problems and opportunities of bilingualism. Yet in neither country have the universities directed any substantial attention to teaching and research drawing upon their mutual interest in this important subject.

In Belgium the University of Liège offers a course on French Literature Outside France (except Belgium), which devotes some attention to the literature of French-Canada. The University's library contains about one thousand books dealing with Canada in a variety of fields.

The Commission would urge that the proposed Advisory Council for External Academic and Cultural Affairs explore with interested scholars, institutions and Government agencies in both Canada and Belgium ways and means to stimulate co-operative studies of bilingualism in the universities of the two countries.

Czechoslovakia. Considerable attention is given to the study of Canada in the programmes of the faculties of natural science at Czechoslovakian universities, particularly by the departments of geography. Instruction, however, is hampered by lack of library materials.

Hungary. No Canadian studies courses as such exist in Hungarian universities, but some thought is being given to their inclusion within the programme of a proposed Institute of North American Studies. However, a number of research projects relating to Canada have been conducted by individual scholars or by groups of scholars. Notable among these has been the preparation of some technically advanced maps of Canada, as part of the world mapping project that was launched in the late 1950s by the Soviet Union, under the direction of Professor Sandor Rado, President of the National Office of Lands and Mapping of the Hungarian People's Republic.

A growing interest in Canada is evident in literary circles. A recent issue of the Hungarian literary magazine *Writers Abroad* was devoted to Canada, and Professor Alexander Fodor of McGill University has been invited to select some Canadian short stories and essays for inclusion in this publication in the future. A bibliography of all references to Canada in the Hungarian language is being compiled by the translator and author Gyorgy Rado. Recent Hungarian publications on Canada include a volume whose title in translation is *Skyscrapers to Iroquois* by Laszlo Names and Klara Feher, and an article in the Spring 1973 issue of the *New Hungarian Quarterly* deals with the explorations of a Hungarian visitor to Newfoundland in 1520.

Ireland. None of the universities in the Republic of Ireland offers courses with any significant content relating directly to Canada. Nor, indeed, has an appropriate degree of attention yet been devoted to the study of Ireland at most Canadian universities. This situation, one of comparative mutual indifference in academic matters, seems to the Commission to be both regrettable and somewhat puzzling in view of the many events and factors that have involved our two countries in a close association over more than a dozen generations. These factors include our long historical association; the massive emigrations from Ireland to Canada; the great contribution that has been made to the shaping of Canadian institutions, traditions and values by the thoughts and actions of Irishmen, both in Ireland and in Canada; the influence, in turn, of the Canadian political experience on Ireland; the importance of Irish drama and literature; and the current interests that the two countries share in such matters as trade, foreign affairs, defence and tourism.

There are many cogent reasons for Ireland and Canada to direct greater attention to one another in the academic field, and there are significant opportunities in this field for co-operation in research, teaching and publication between scholars and institutions in the two countries. The study of Irish emigration to Canada and of the impact of this great migration upon the shaping of Canadian society, for example, provides a large area of possible co-operation between Canadian and Irish universities.

Representations to the Commission suggested the possibility that a centre of Irish-Canadian studies, involving both teaching and research, might be set up at a university in Ireland, several of which have indicated an interest in this idea. It was further suggested that other interested universities in Ireland and Canada might be invited to participate in the work of this Centre and perhaps to be associated in its governance and support.

The Commission believes that this suggestion has merit and recommends that it be examined by the proposed Advisory Council on External Academic and Cultural Affairs, in consultation with interested scholars, universities and Government agencies in both Canada and Ireland. The consideration of this proposal should be part of a general review of possible ways in which to encourage and assist the development of Canadian studies in Ireland and of a more active academic and cultural liaison between the two countries.

The Netherlands. There are no courses and only a few parts of courses devoted to Canada in the universities of the Netherlands. Moreover, little attention has been devoted to the Netherlands in the curriculum of Canadian universities. Scholars in both Holland and Canada expressed to the Commission their concern at this situation, noting the scope for such studies that is provided by both historical and contemporary associations between the two countries.

In addition, representations to the Commission expressed concern that archival materials which would be of interest to Canadian scholars – dealing, for example, with the heavy Dutch emigration to Canada – is being lost or destroyed because of the lack of any focused academic interest in this subject.

Dutch scholars have played a leading role in the development of American studies in Europe since the war. Their experience and established interest in this field could be of great assistance to those interested in fostering Canadian studies abroad.

Switzerland. Switzerland and Canada have much to learn from each other's experience in the field of linguistic and cultural plurality. Yet in neither country have the universities directed any substantial attention to teaching and research drawing upon their mutual interest in this important field.

In Switzerland the University of Geneva offers a course in Canadian Literature and Civilization as part of its American Studies Programme. The course, which deals with both the Anglophone and Francophone cultures of Canada, has received support in the form of a book gift from the Canadian Embassy.

The Commission would urge that the proposed Advisory Council for External Academic and Cultural Affairs explore with interested scholars, institutions and Government agencies in both Canada and Switzerland ways and means to stimulate co-operative studies of linguistic and cultural pluralism in the universities of the two countries.

Other Countries of the Commonwealth

Despite the close relationship that Canada has with other member countries of the Commonwealth, few universities in these countries (apart from the United Kingdom) offer courses or conduct research specifically relating to Canada. In addition to many historical, political, cultural and economic associations with all of these countries, Canada shares with each of them an interest in one or more common problems or concerns. These include such large subjects as linguistic and cultural pluralism; the adaptation and development of parliamentary institutions; federalism; control of foreign investment; immigration, emigration and settlement; and resource development. There is, thus, a good deal to be learned from a fuller knowledge of one another's experience and there are many opportunities for co-operation in important fields of study and research. The Commonwealth provides, in fact, a remarkable opportunity for co-operative, comparative and connectional studies amongst the universities of all its member countries.

A variety of programmes are now operating within the Commonwealth to assist and encourage scholarly communication and interaction. In particular, the Commonwealth Scholarship and Fellowship Plan has enabled Canadian students and academics to spend a year or more in another country of the Commonwealth, thereby acquiring a greater understanding of the experiences of other Commonwealth countries and helping to promote a knowledge of Canada abroad. Similar benefits and opportunities are, of course, provided by this programme to students and scholars of other Commonwealth countries. The Commonwealth Scholarship and Fellowship Plan has made a tremendously valuable contribution to the promotion of a mutual knowledge amongst the member countries. However, still greater value could be gained from the Plan by an increase in the number of scholarships and fellowships for which it provides. One illustration of the need to enlarge upon the present arrangements is the fact that a senior visiting fellowship making possible an exchange of university staff members between Canada and Australia is only available about every other year. The Commission therefore recommends that the proposed Advisory Council for External Academic and Cultural Affairs develop proposals to broaden and strengthen the Plan by increasing both the number and the current value of the scholarships and fellowships that it provides.

The Commission further recommends that the proposed Advisory Council examine ways in which the Commonwealth Scholarship and Fellowship Plan might be extended to provide support for programmes of study as well as for individual scholars. Alternatively, the Advisory Council might wish to suggest a more active support through the Commonwealth Foundation for these and other academic programmes within the Commonwealth. This would, in turn, properly imply some increase in the Canadian support for the useful work that the Foundation has been doing. One possible example, which has been discussed in the curriculum chapter of this *Report*, of the kind of programme of studies that might be supported under this arrangement would be the creation of a Canadian studies programme specially designed for interested foreign students and academics that would take them to various universities and regions of Canada. Similar programmes might be arranged in each of the countries participating in the Plan.

The travel and exchange awards programme of the Canada Council has also been of great assistance to scholars in the Canadian studies field, though it is not designed exclusively for this purpose. The Council has provided support for Canadian scholars undertaking research in the Commonwealth and elsewhere abroad and in several instances this research has been related to Canadian studies or to Canadian-Commonwealth relations or comparative studies. It may now be worth-while, however, for the programme to be broadened so that it can provide funds for short lecture tours or longer assignments abroad by Canadians. In practice, the programme now precludes the allocation of funds for such purposes.

The Canadian Commonwealth Exchange Committee, a standing committee of the Humanities Research Council, the Social Science Research Council and the Association of Universities and Colleges of Canada, is also to be commended for the excellent work it has been doing to promote academic exchanges between Canada and other Commonwealth countries. Through the personal interest and dedication of its chairman, this Committee has accomplished a great deal despite the very limited financial resources with which it has had to work. The great number and variety of exchanges that it has been able to arrange, working on a shoestring, are indicative of the interest and still unfulfilled opportunity existing in this field.

The Commonwealth University Interchange Scheme, operated by the British Council, provides travel grants to facilitate visits between universities in different parts of the Commonwealth. The Scheme has been of assistance to many Canadians. Yet there has been no Canadian contribution to help with its costs.

On the whole, Government and university financial arrangements for educational exchange between Canada and other countries of the Commonwealth, while helpful, are inadequate to support the number of academic exchanges that are clearly desirable. The Commission would suggest that the proposed Advisory Council, working closely with the Social Sciences Research Council of Canada, the Humanities Research Council of Canada, the Association of Universities and Colleges of Canada, the Canadian Association of University Teachers and other interested organizations and Government agencies, should undertake a complete review of these arrangements. The review should examine ways in which the Canadian government and interested universities and bodies could give more substantial encouragement and support to visits, exchanges and co-operative programmes of study within the Commonwealth. Particular consideration should be given to the possibility that Canada should now enter into special educational exchange agreements with one or more Commonwealth countries.

The Commission noted with interest, for example, the type of exchange agreement that the United States Government has with Australia, that is, the Australian-American Education Foundation. Arising out of the Fulbright programme, the Foundation, which was established in 1964, finances a broad range of studies, faculty and student exchanges and related programmes. The Foundation is supported by annual grants of $180,000 from each Government. For Canada's part, such arrangements might operate very much along the lines of the Commonwealth Scholarship and Fellowship Plan. That is, advice would be provided by the Association of Universities and Colleges of Canada, but financial administration would be in the hands of a Government department or agency.

A review follows of some Canadian studies programmes in Commonwealth countries not described earlier.

Australia. In Australia there is a growing and lively interest in Canadian history and literature and in co-operative and comparative Australian-Canadian studies. But, while these subjects engage the interest of a number of Australian scholars, they have not yet found expression in courses of study devoted specifically or even substantially to Canada. At the Australian National University in Canberra, courses and research relating to Canada have been conducted from time to time. At Flinders University of South Australia, Canada receives some attention in courses on comparative federalism and metropolitan-colonial relations. At the University of Melbourne, some attention is given to Canada in courses on constitutional history, law, comparative studies in education, geography and geology. This pattern is evident also at a number of other universities, including Adelaide, La Trobe, Macquarie, Western Australia and Sydney. The nucleus for useful working collections in Canadian studies exist in several university libraries, as well as in the National Library in Canberra.

None the less, as one Australian Vice-Chancellor commented to the Commission, this is 'a rather arid state of affairs' when one considers the needs and opportunities in this field.

India. While no courses devoted exclusively to Canada are offered by the approximately ninety universities of India, some general courses on the Commonwealth at the graduate level contain references to the Canadian experience. This is the case in several fields including Commonwealth history and literature.

One of the problems working against the inclusion of Canadian content in the curricula of Indian universities is the lack of publications about Canada. While British and American paperbacks are readily available at local bookstores (though not cheaply by Indian standards), it was reported to the Commission that it is almost impossible to obtain, for instance, a Canadian novel or a volume of Canadian poetry. Nor is it much easier to get a Canadian book at university libraries. Most universities in India simply cannot afford to import a great number of books. Consequently, they are largely dependent upon the Canadian Government for donations of publications relating to this country. To date, however, the Government's efforts in providing materials on Canada have not been substantial.

Canada, in fact, has done little in recent years to support her cultural relations with India despite the genuine interest that that country has consistently shown in developing cultural ties with us. It was at the initiative of India, not Canada, that the Shastri Indo-Canadian Institute in New Delhi was set up in 1968. Designed to promote two-way cultural communications and exchange between Canada and India, the Institute has floundered from the beginning because of the almost complete indifference that the Canadian Government has shown towards it.

Although the Institute helps a few Canadian scholars to teach or to do research in India each year and seeks to assist interested Canadian universities to develop their collections of Indian publications, little is done from the Canadian end to foster the exchange of scholars and publications in the other direction. An annual summer programme on Indian studies in Canada has also been sponsored by the Shastri Indo-Canadian Institute. However, no such programme is offered in India on Canadian studies. In the Commission's view, the Government of Canada should now undertake to provide an annual contribution to help support the work of the Institute and the proposed Advisory Council for External Academic and Cultural Affairs should examine ways in which to improve academic liaison between our two countries.

Malaysia. While the several universities in Malaysia have no courses or programmes of study specifically about Canada, Canadian content is present in a number of forms. Even at the school level there has been a good deal of interest in Canada and things Canadian, and texts on Canadian geography in the national language, bahasa Malaysia, are used. Under the Canadian development aid programme, assistance has been extended to Malaysian universities, in particular to the University of Malaya at Kuala Lumpur and to the University Sains Malaysia at Penang. Moreover, many Malaysians have studied at universities in Canada both under the Colombo Plan and independently; some of them have now returned to positions on the staff of Malaysian universities. In addition, many Canadians have come to Malaysian universities over the years as visiting professors. There exists, therefore, a good deal of interest in Canada at Malaysian universities and there is a core of Malaysian faculty members who possess a good knowledge of Canada. To a large degree, they make use of Canadian examples in their teaching.

New Zealand. Course work and research in Canadian studies are being conducted at five of New Zealand's eight universities. Victoria University at Wellington offers an optional MA course on French-Canadian literature in the Department of Romance Languages, and Canada is also studied in the Faculty of Law and in connection with polar research. At the University of Canterbury three of the thirty-four main fields of study offer courses relating to Canada. There is an active interest in comparative New Zealand-Canadian studies at both the undergraduate and graduate levels. At the University of Otago courses in both history and geography contain Canadian material. At Massey University there is reference to Canada in several courses, including some in geography and psychology. At the University of Waikato the Canadian experience is examined in courses on historical geography, settlement and regional development. At each of these universities and at the University of Auckland individual faculty members have pursued some Canadian research interests.

There is substantial interest and activity in Canadian studies in New Zealand, and this has been encouraged and assisted in an effective manner by book gifts from the Canadian Government. There is a basis for the development of some significant comparative New Zealand-Canadian studies, which should be carefully examined by the proposed Advisory Council on External Academic and Cultural Affairs.

Sri Lanka. In Sri Lanka (formerly Ceylon) legislation was enacted in 1972 to consolidate into one university with five constituent campuses the previous University of Ceylon at Colombo, the University of Ceylon at Peradeniya, two Buddhist-oriented universities, and a technical college. For the foreseeable future, the new University of Sri Lanka will, understandably, be largely preoccupied with planning its general undergraduate programme. The development of courses in a specialized area like Canadian studies will be unlikely to receive much attention at this time.

Nevertheless, a foundation exists for the future development of some form of Canadian studies in Sri Lanka. A certain amount of interest in Canada has been aroused by the development assistance that the Canadian International Development Agency has extended to universities there and by the occasional visits of Canadian guest lecturers. The Canadian Government has provided several hundred volumes covering a broad spectrum of fields, in both English and French, to the library of Peradeniya; these have been helpful in expanding the courses offered there in English and French literature. CIDA has arranged for a presentation of all back volumes of the Dominion Law Reports to the Law College, and Canadian cases and Canadian constitutional law are referred to in legal training.

The West Indies. The Commission's correspondence relating to Canadian studies in the West Indies suggests that Canada is not, as yet, the subject of much teaching or study in that area. The University of the West Indies, with campuses in Jamaica, Barbados and Trinidad, serves students from the many small island countries comprising the West Indies. The University has consciously undertaken to give preference in hiring to West Indian professors, to integrate a high degree of West Indian content into the curriculum and to require students to take at least a minimum number of courses pertaining directly to their own region and country. However, such priorities need not preclude some attention to Canadian studies. Indeed, there are many areas of common interest, which suggests that it would be natural for some greater degree of attention to be devoted to the study of Canada in the West Indies and of the West Indies in Canada. The large number of West Indian students who are being educated in Canada might play a part in any proposal to develop such studies.

African Countries in the Commonwealth

The problems of transportation, communications, cultural pluralism, federalism and foreign investment are only a few of the areas of common concern that Canada shares with a number of the African countries of the Commonwealth. Many of these subjects might advantageously be selected for co-operative and comparative study. The Commission believes it would be appropriate for Canada to establish two cultural centres in Commonwealth countries in Africa, one in an eastern location and the other in the west. These centres should promote continuing and close liaison between Canadian universities and the academic community of the African countries of the Commonwealth, in addition to providing a broader cultural service.

Other Francophone Countries

In addition to the preceding commentaries on France, Belgium and Switzerland, it is important to stress the value of Canadian academic and cultural relations with other countries of the Francophone community. Recent years have witnessed a growing interest in these countries in Canada that is reflected to some degree in their academic programmes, especially in the field of literature. As in the case of Commonwealth countries, Canada has an opportunity to establish worth-while academic exchanges and comparative studies with the Francophone countries with which she shares linguistic and cultural ties of potential significance. This may be illustrated by a brief discussion of the current state of Canadian studies in Algeria, Haiti and Upper Volta. The Commission recommends that a Canadian cultural centre be established in an appropriate location to serve the Francophone countries of Africa.

Algeria. The University of Algiers has offered a full course in French-Canadian culture since 1971-1972. The course reviews contemporary French-Canadian literature, emphasizing the historical development of the novel and poetry but including as well an examination of the wider historical and sociological background. A gift of books from the Canadian Government, specifically chosen with the needs of students taking this course in mind, has been of help.

The instructor who initiated this course at the University of Algiers has now been invited to present a similar course at the University of Oran.

Haiti. The State University of Haiti does not at present offer any courses specifically relating to Canada. However, a general interest in Canada, and particularly in French-speaking Canada, has been expressed by the University and there are indications that a Canadian initiative to encourage and assist with the introduction of some Canadian studies at the University would be well received. Canadian assistance might take the form, initially, of arranging for Canadian academics to visit the island once or twice a year to lecture on selected aspects of Canadian society as part of Canada's cultural and information programme in Haiti. Subsequently, consideration might be given to an expanded programme.

Upper Volta. At the Centre of Higher Education in Ouagadougou a course on French-Canadian history is taught by a Canadian professor now residing in Upper Volta. A colleague, also a Canadian and currently Director of the Department of Modern Letters, is preparing to introduce a course on French-Canadian authors. A gift of books from the Government of Quebec has been of help with these courses.

Latin America

Canada has an opportunity to develop worthwhile academic and cultural links, including exchanges and co-operative and comparative studies, with the Latin American countries with which she shares the Western Hemisphere. Something of the need and of the scope for such activity may be illustrated by a brief review of the present state of Canadian studies in some countries in Latin America.

Argentina. Canada's international role is referred to in the diplomatic school of the Faculty of Law at the National University of Rosario. While there are few other courses relating to Canada, and despite the fact that Canada is relatively little known in Argentina, there is considerable interest in Canada at the university and professional level. On a number of occasions Argentine universities expressed to Canadian authorities and to this Commission a desire to enter into an exchange agreement with Canadian universities. In the Commission's view such a proposal is well worth considering. The Commission recommends that the Canadian Government take steps to assist in the development of an exchange between universities in Canada that have Latin American studies programmes and Argentine universities that have an interest in Canadian studies. Such a development would be culturally valuable to both countries and would be concrete evidence of Canada's increasing interest and involvement in Latin America, specifically in Argentina. Representations to the Commission indicated that many factors, including a strong university system, an historic link with Britain and the nature of her geography and climate, suggest that Argentina would be an appropriate country with which Canada might develop cultural relations.

Brazil. The communications that the Commission had with members of the Brazilian Government, with Canadian diplomats in Brazil and with administrators and teachers at a number of Brazil's universities indicated that both the universities and Government officials in that country are greatly interested in seeing a development of closer academic and cultural associations between Brazil and Canada.

Brazil is now in the midst of vigorous national transformation – economic, social and intellectual. Educational demands have grown markedly but the development of graduate studies has been hampered by a shortage of qualified personnel.

The situation presents real opportunities for Canada to establish educational ties with Brazil. A leading Canadian academic, who has made some special visits to several Brazilian universities, expressed to the Commission the view that:

> Until recently, in the cultural sphere, Brazil has been traditionally under the very strong, and almost exclusive, influence of French culture. Now there is an urgently felt need to become open to other influences as well, in particular to North American culture . . . by Canadians rather than by Americans. Canadians will never be a threat to them, while they fear the massive economic presence of Americans. An added advantage of Canada in the eyes of Brazilians is the French-Canadian factor. As French-speaking North Americans, French-Canadians are looked upon as being culturally closer, and as having more affinity with Brazilian and Latin American culture in general, than with Anglo-Saxons. They may therefore serve as natural intermediaries between these cultures and that of North America.

The Commission believes that the interest that university and government officials in Brazil have expressed in developing closer co-operation between their country and Canada in educational matters justifies a real effort on Canada's part to establish effective working contacts with them. The Commission, therefore, recommends that the proposed Advisory Council for External Academic and Cultural Affairs examine this situation and propose ways to develop academic liaison, including visits, exchanges and programmes of study, with interested universities in Brazil.

Chile. The Commission learned of only one university course making reference to Canada in Chile. This occurs in a broad survey course on English Culture and Civilization at the University of Chile.

Mexico. In addition to their association through tourism, trade and economic relations, Canada and Mexico have much in common, including the neighbour that lies between them. While Mexico is a potentially fruitful area for the development of Canadian studies abroad, there is surprisingly little academic activity taking place in this field, in spite of the interest shown by a number of members of the Mexican academic community on an individual basis. The Commission recommends that the proposed Advisory Council assess the possibilities of developing Canadian studies in appropriate fields and locations in Mexico.

Some Other Countries Where Interest in Canadian Studies Was Observed

The People's Republic of China. No university in the People's Republic of China offers a programme or courses specifically relating to Canada, although some reference to Canada is included in university courses in several disciplines as a peripheral component of a larger sphere. With the possible exception of a small number of officials in various Government departments who have some responsibilities concerning trade and other relations with Canada, scarcely any Chinese officials or university graduates have specialized training in Canadian affairs. The major libraries in China are poorly stocked with books on Canada and most of these are greatly out of date.

The overall picture may well change, however, as a result of the academic exchange agreement that Canada reached with China following the visit to Peking of the then Minister of External Affairs, Mr Mitchell Sharp, in August 1972. The two countries agreed by exchange of letters, to start an exchange of twenty students from both Canada and China for a period of up to two years. Starting in September 1973, ten Chinese students came to Canada to improve their knowledge of English or French, and ten others came in September 1974 to pursue studies in the natural or applied sciences. Twenty Canadian students went to the People's Republic of China, where they studied the Chinese language during the first year of their stay, at the Peking Language Institute. Ten of these students were sponsored by the Canadian Government; the other ten, by McGill University, the University of Toronto and York University. As of 1975 Canadian students for this exchange are being chosen by means of a national competition supervised by the Association of Universities and Colleges of Canada. The two Governments have also agreed on an exchange of professors. A Chinese professor of language or literature will come to Canada for a period of three or four months, while a Canadian professor will go to China for about the same period of time.

Though the Agreement with the People's Republic of China is a useful first step in improving Canada-China cultural and academic relations, the programme for which it provides is modest considering the vastness of China's population, the geographic size of both countries and the scope for a wider diffusion of knowledge about Canada in China and about China in Canada. The present limited programme falls far short of meeting the needs of the situation. Canada's cultural relations with China have by no means expanded to keep pace with her economic and trade relations with that country, and the Commission believes that some expansion of the academic exchange agreement of 1972 is required.

Iran. At the University of Tehran the doctoral programme in the Department of Penal Law and Criminology includes an examination of Canada in the study of comparative law. The Department of Geography at Tehran also offers a course entitled The Geography of North America , which examines the geography of Canada. The Department of History deals with Canadian history in a course on America.

Israel. Despite the participation of many Canadians in the affairs of Israel's universities and the very generous support provided to these universities from Canadian sources, there are no courses of study about Canada at any of these institutions.

Canadians have, for example, substantially or entirely financed the construction of thirteen buildings at the Hebrew University, including three that are identified with Canada by name Canada Hall, St. Laurent Gardens and Vincent Massey Hall. Yet the library at the Hebrew University of Jerusalem contains scarcely any books on Canada. Although a number of Canadians are on the faculty, practically nothing is taught relating to Canada. A similar situation exists at both Bar-Ilan University and Tel-Aviv University, although some study of Canada is conducted in the Department of General History at Bar-Ilan. While Tel Aviv University has had a regular programme of faculty exchanges with Canadian universities and now plans to expand its library holdings in Canadiana, this has not prompted any identifiable activity in Canadian studies at the University. At Haifa University and the University of the Negev, both newer and less developed universities, the absence of any Canadian content in the curriculum is more understandable.

The Commission believes that it is unfortunate that, while Canadians have made substantial contributions to the development of the university system in Israel, they have done almost nothing to encourage the study of Canada in that system. All of these universities have Friendship Societies in Canada that are actively working to support them. Indeed, it is these societies that raised most of the money for the buildings already mentioned. The Commission recognizes the inherent merit in the initiative that the Societies have taken in the past on behalf of the universities of Israel. At the same time, it feels strongly that they should also place some priority upon supporting programmes and arrangements that will foster Canadian content at these universities as a legitimate field of study. The many contacts that the Commission had with senior university teachers and administrators in Israel indicated clearly that such support would be most welcome. In particular, correspondents pointed to the need for additional library reference material on Canada, for one or two courses devoted exclusively to Canada and for a stepped-up programme of academic exchanges with Canadian universities. The Commission recommends that the Friendship Societies develop a programme of support that will help to meet these important needs and that the proposed Advisory Council on External Academic and Cultural Affairs examine ways and means to encourage and assist such a development.

Japan. Like Canada, Japan is a Pacific nation, and it is one of our largest trading partners. Yet it is a relatively unknown country to Canadians, and Canada is little better known in Japan. Despite the closeness of Japan and Canada in economic matters, cultural relations have scarcely begun to develop between them, and the two countries are virtual strangers to each other. In spite of a growing Japanese interest in Canada stimulated not only by our natural resources and markets, there is little formal study of Canada in Japanese universities.

Courses on English-Canadian literature are offered at Tokyo and Kobe universities and there is a Canadian Centre at Sophia University. The Centre's 700 volume library collection of Canadian history, economics, politics and literature is used by students and the general public. The Centre also organizes film exhibits, seminars and meetings for prospective Japanese visitors and immigrants to Canada. It publishes a *Newsletter* and the *Canada Research Series*, which includes booklets on topics such as Canadian history, *Folk Songs of Canada* and *Canadian Law and Its Complexity*. Although the Centre is under-staffed and in need of financial support, it has still been able to sponsor special projects to make Canada better known in Japan and to plan student summer visits to this country. With sufficient support and encouragement, the Canadian Centre at Sophia University might become a Centre for Canadian Studies in Japan and could provide a wider service as the administrative centre for exchanges, seminars, conferences and trips to Canada by Japanese students and scholars. Combined and expanded, the existing *Newsletter* and *Canada Research Series* might evolve into a major journal of Canadian studies, providing scholarly information about Canada in Japanese and serving as a communications link between all those interested in Canadian studies in Japan.

Towards these ends, the Commission recommends that the Canadian Government make an annual grant to the Canadian Centre at Sophia University. The amount of the grant should be determined following a complete review of the Centre's needs and of its capacity to expand to give a wider service. The Centre should also be invited to submit requests, from time to time, for additional funds for individual projects that might merit and need special support.

The proposed Advisory Council on External Academic and Cultural Affairs should examine, and make recommendations upon, ways and means to foster a greater interest in and knowledge of Canada at appropriate universities in Japan.

The Commission notes that the communiqué released by the Prime Ministers of Canada and Japan during their meeting in Canada in September 1974 announced their agreement upon 'the importance of efforts to expand and enrich communications between the two countries at all levels in order to promote mutual understanding'.[9] To this end, they declared their 'intention to initiate matching and complementary programmes of approximately one million dollars each for promoting academic relations', and that these funds 'will be used primarily for the development of Japanese Studies in Canada and of Canadian Studies in Japan'. The Prime Ministers further agreed that 'it would be desirable to conclude a cultural agreement between the two countries in order to expand further the cultural exchanges between Japan and Canada' and concurred that 'negotiations would be started at an appropriate time to that end'.

The Commission believes that the appropriate time is now.

Conclusions and Recommendations

The Commission has found a considerable and growing interest in Canadian studies in other countries. However, there is also a conspicuous lack of knowledge about Canada abroad. This is primarily because of the lack of opportunities for teaching, learning and research about this country in the educational institutions of other countries. The general domestic neglect of Canadian studies has thus, until recently, been closely paralleled by a neglect of Canadian studies abroad.

Despite the obvious interest and need, there has been no real and sustained effort from within Canada and no coherent programme to make this country better known and understood abroad. There has been no substantial or consistent attempt to encourage Canadian studies in other countries, even at those institutions with a demonstrated interest in this field.

The Commission notes with regret the comparative indifference shown by successive Canadian Governments to important cultural aspects of this country's external affairs. Significant opportunities to serve Canadian cultural interests abroad, and to foster a greater knowledge and understanding of Canada through teaching and research are being lost because of the absence of a properly planned and co-ordinated government policy in this field. Existing funding policies, planning procedures, channels of communication and organizational structures are inadequate to cope with the complex problems connected with Canada's involvement in international cultural activities. The very limited activities of the Department of External Affairs in support of Canadian academic and cultural relations abroad bear little relationship to the needs and resources of this country or to its international responsibilities. There has been a basic failure to recognize the importance of external cultural policy and to provide adequately for its support.

The Commission has concluded that the time has come, indeed is past due, for Canada to take a new and more active approach to the cultural aspects of its international relations. Such an approach will require a greater appreciation on the part of the Canadian Government and of its departments and agencies of the potential value of a well-planned programme of support for Canadian cultural relations with other countries. Appropriate measures to encourage and support Canadian studies abroad should constitute a central element in this new approach to external cultural relations. What is required is a well-defined, properly co-ordinated, long-term policy for external academic and cultural relations. Such a policy must be adequately funded and must be based upon close co-operation between individual scholars, universities, academic organizations and Government departments and agencies.

To this end the Commission has made a substantial number of wide-ranging recommendations and suggestions in the text of this chapter on Canadian studies abroad. The major conclusions and recommendations of the chapter are summarized below in Section A. In addition to these, the chapter contains many recommendations and suggestions relating to Canadian studies in specific countries and at specific institutions abroad. A number of these specific recommendations and suggestions are also listed below, in section B, to illustrate the practical application of the more general policy recommendations to particular situations.

Section A

1. The Commission recommends that the Canadian Government give a higher priority to the academic and cultural aspects of Canada's external affairs.

2. All the Commission's findings point to the need for a well-planned, properly co-ordinated, long-term policy for external academic and cultural affairs. The Commission recommends that the Department of External Affairs now develop such a policy, in consultation with other appropriate Federal and Provincial Government agencies and with appropriate non-Government bodies.

3. Measures to encourage and support Canadian studies abroad should constitute a central element in the Canadian Government's policy for external cultural affairs.

4. (a) To achieve a successful policy for external academic and cultural affairs, effective procedures must now be

developed for much closer consultation and co-operation between the Department of External Affairs and the numerous other departments and agencies that are concerned with cultural matters at the federal level, as well as with appropriate provincial departments and agencies and interested institutions, individuals and associations in the Canadian academic and cultural community.

(b) Such consultation, co-operation and co-ordination of activities should apply both to the planning of policy and to the implementation of specific programmes.

5. (a) At the federal level there is a particular need for more effective consultation and co-operation in the planning of external cultural policy between the Department of External Affairs and the Department of the Secretary of State, in view of the latter Department's special responsibilities in the field of domestic cultural policy.

(b) It is also essential that there be close consultation and co-operation in the planning of external cultural policy between the Department of External Affairs and the Ministry of State for Science and Technology.

6. To help initiate this new approach to external cultural relations, the Commission recommends the formation of an independent Advisory Council for External Academic and Cultural Affairs, composed of private citizens, to assist the Department of External Affairs in planning academic and cultural programmes external to Canada. The Council should include associate members representing the various departments and agencies of the Federal Government involved in cultural and educational affairs abroad. Provision should also be made for liaison between the Council and appropriate provincial departments and agencies, as well as with non-Governmental associations and institutions. The Advisory Council should, at regular intervals, review, assess and make recommendations about the whole range of Government programmes relating to external cultural affairs. It should make proposals for new programmes and help to co-ordinate the operation of existing ones. It should report publicly each year upon its activities, findings and recommendations.

7. The divisions within the Department of External Affairs that are responsible for the conduct of external cultural affairs should be strengthened both to enable them to discharge their enlarged responsibilities effectively and to ensure that this important aspect of Canada's external affairs is not again relegated to an ancillary or peripheral position.

8. To support a strong programme of external cultural activities commensurate with the needs, resources and responsibilities of this country, the Commission recommends a substantial increase in the annual budget for the cultural affairs programme of the Department of External Affairs. The annual budget for these purposes should be at least $15 million, five times the current level of financial support.

9. To meet the requirements of Canada's external cultural relations, there should be a marked increase in the number of cultural officers and attachés appointed by the Department of External Affairs to selected posts abroad.

10. To meet adequately the need for qualified and experienced officers in the field of academic and cultural affairs, the Department of External Affairs should recruit, train and encourage Foreign Service Officers who are interested in developing their knowledge and competence in this area.

11. In addition to developing to a greater extent than is now the case its own permanent staff members with professional expertise in cultural affairs, the Department of External Affairs should call upon professionals in the Canadian academic and cultural community to serve for periods of time in positions where it would be helpful to have their knowledge, experience and point of view.

12. (a) Additional Canadian cultural and information centres should be opened in selected locations abroad. In addition to providing basic information about Canada to inquirers and to the media, such centres should promote an awareness and appreciation of Canadian culture by serving as a base for Canadian musical performances; art shows; film exhibits; museum displays; theatrical productions; and book displays. The facilities of these centres should be available for a wide range of meetings and activities, and their staff should plan and conduct a diverse programme of events, both at the centres and elsewhere, designed to make information about Canada more widely and readily available.

(b) Such centres should provide a base of operations for teaching, research and artistic activity by Canadians in the countries in which they are located. They should also help to stimulate a scholarly interest in Canada in those countries, by playing an active role as information and reference centres and by providing ready opportunities for communication between Canadian and foreign scholars.

13. The Commission notes that Canada has fewer cultural agreements than almost any other developed nation. It recommends that this country should now actively pursue cultural agreements with a number of countries with whom it would be mutually advantageous to have such agreements. Of the few existing agreements that Canada has with other countries, several already require review and a broadening of their terms, and one has been scarcely implemented since the day it was signed.

14. The Commission commends the work that the International Programmes and Awards Divisions of the Association of Universities and Colleges of Canada have been doing in assisting the Canadian Government with the negotiation of agreements with foreign countries concerning academic equivalences, awards and exchanges, and in helping to administer the exchanges and awards that are provided for in these agreements. This has become a major responsibility for the AUCC and the Commission recommends that a foreign awards section should now be created within the Association's Awards Division to deal with this large and growing aspect of its work. The AUCC is providing an important public service in handling these matters for the Canadian Government and the full costs of this service should be met by an annual grant from the Department of External Affairs.

15. The Commission commends the Canada Council for the valuable contribution that it has been making to many and varied activities relating to Canada's external academic and cultural affairs. If, in its future role, the Council is to continue to provide assistance with these matters, the Commission recommends that it give consideration to establishing a special section or division with specific responsibility for this aspect of its work.

16. The Commission commends the Canadian Commission for UNESCO for the very useful work that it has been doing, on a very limited budget, to sponsor many practical activities that link Canadian studies with international thinking on similar subjects. The Commission on Canadian Studies believes that the quality and worth of the work of the UNESCO Commission merit increased support. It therefore recommends that the proposed Advisory Council for External Academic and Cultural Affairs review the programme and budget needs of the Canadian Commission for UNESCO in order to recommend to the Canadian Government more adequate support for its work.

17. The Commission recommends that the proposed Advisory Council for External Academic and Cultural Affairs encourage and assist learned societies and associations in Canada to review their appropriate role in maintaining and developing academic relations abroad, and that the Advisory Council and the learned societies together examine ways in which the societies might play a fuller part in the planning and implementation of Canadian external academic and cultural policy.

18. Throughout its work, the Commission on Canadian Studies received a steady stream of inquiries from people and organizations abroad who are interested in Canadian studies. The number and scope of these inquiries has demonstrated to the Commission, clearly and forcefully, that Canada needs to be doing much more than it has been doing to provide information and advice about Canadian studies to interested people and organizations in other countries. The Commission recommends that the Department of External Affairs consult with the recently formed Association for Canadian Studies to see in what ways the Association and the Department might work together in responding to requests from abroad for academic information and assistance about Canadian studies. It further recommends that the Department extend to the Association all appropriate assistance to enable it to help to provide this service to interested scholars and institutions in other countries.

19. The proposed Advisory Council for External Academic and Cultural Affairs should undertake, as an immediate assignment, the preparation of proposals for a balanced, long-term programme to encourage and assist the development of Canadian studies abroad.

20. The Commission recommends the development of a planned programme to institute and support Chairs of Canadian

Studies at selected universities abroad, and that the Advisory Council prepare specific proposals for such a programme.

21. In addition to the proposed programme of Chairs of Canadian Studies, there is scope and need for encouragement and support from Canadian Government and private sources for a wide range of activities in Canadian studies at institutions of higher learning abroad. A judicious expenditure of effort and money would make possible a significant and worth-while development of Canadian studies at selected centres in other countries. In particular, encouragement and help should be extended to universities abroad interested in initiating, or expanding, programmes, courses, research activity and special events in the Canadian studies field.

22. The Commission has concluded that the Canadian Government, through its responsibility for external affairs, has an important role to play as sponsor and catalyst in the fostering of Canadian studies abroad and that, in keeping with this role, the time has come for the Government to put money in amounts that will be effective directly into the promotion of such studies. However, the fact that the Government is giving such financial support to Canadian studies abroad should, in turn, stimulate greater interest and support for this purpose from private donors, including corporations and foundations, by making clear the importance attached to these studies by Canada. In particular, Canadian corporations, foundations and individuals with an interest in another country, and corporations, foundations and individuals in that country with an interest in Canada should play their part in supporting the development of Canadian studies in that country.

23. The Department of External Affairs should assist and encourage the formation of Associations for Canadian Studies in appropriate countries. Such Associations should promote scholarly interest in Canada at all levels of the educational system and provide a communications link between scholars sharing an interest in this field.

24. Expanding upon the information now assembled by the Commission of Canadian Studies, the Cultural Division of the Department of External Affairs should keep, and keep up to date, a record of programmes and activities at universities and colleges abroad in the field of Canadian studies.

25. The Commission would like to call attention to the great potential for co-operative, comparative and connectional studies which would link Canadian scholars and universities with scholars and universities in other countries to their mutual advantage. Such co-operation between universities in Canada and abroad in both teaching and research, and in a wide variety of fields, would yield solid benefits to all the participating individuals, institutions and countries. Amongst the many important fields of study offering broad scope for such a co-operative approach are, for example: linguistic and cultural pluralism; the problems of federalism; immigration, emigration and settlement; resource development; science and technology; foreign investment; aboriginal rights; environmental studies; economic and trading links; and arctic studies. There is, in the Commission's view, an urgency to the need to initiate at least a number of such co-operative studies. This is true, for example, in the area of language and culture. Belgium and Canada, like Switzerland and Canada, have much to learn from each other's experience in coping with the problems and opportunities of linguistic and cultural pluralism. Yet in neither case have the universities of the countries concerned directed any substantial attention to teaching and research in this important field. In consultation with interested Canadian scholars, universities and academic associations, the proposed Advisory Council for External Academic and Cultural Affairs should investigate ways in which the Department of External Affairs could be of assistance to the development of co-operative, comparative and connectional studies.

26. The Commission recommends that the proposed Advisory Council for External Academic and Cultural Affairs prepare proposals for a programme to encourage and assist the development of a number of centres at selected universities abroad for the study of population migrations to Canada. These Canadian Centres for Emigrant Studies should provide support and a focus for research into the background and history of the movements of population to Canada and facilitate an examination and assessment of the political, cultural and social significance of these movements. Such Centres would provide valuable support for research and teaching about ethnic studies in Canada and also help to generate other developments in Canadian studies in the countries in which they are located. Briefs to the Commission suggested the need for centres for such studies in various countries and regions from which there have been substantial migrations to Canada, including, for example, the United Kingdom and Ireland, France, Italy, Germany, the Netherlands, Eastern Europe, Scandinavia and the United States.

27. The Commission recommends a very substantial increase in support for programmes to promote travel and exchanges for Canadian faculty members and graduate students. A broad range of specific suggestions and recommendations for action in this area are contained in the text.

28. The Commission commends the current book gift programme of the Department of External Affairs. However, it recommends that the programme be expanded and accelerated, and that book donations be tailored more effectively to the specific requirements of the Canadian studies programmes of the recipient institutions.

29. The Commission notes the need for annotated bibliographies of textbooks and of basic reference materials to assist those who wish to begin a study of Canada at universities abroad and, also, to assist those who may wish to teach about Canada in the schools of other countries. It recommends that the Department of External Affairs arrange for the preparation and distribution of such bibliographies, working in close co-operation with the Department of the Secretary of State, the Council of Ministers of Education of Canada, the Association for Canadian Studies, and the Canada Studies Foundation.

30. The Commission commends the initiative of Canadian publishers and the Canadian Government in establishing Books Canada outlets in London, New York and Paris as a useful first step in making Canadian books and publications better known and more readily available abroad. It recommends an expansion of the Books Canada programme, including the creation of more outlets in selected locations and provision for an active, sustained programme of field work by staff members.

31. (a) The Commission commends the Public Archives of Canada for its work in identifying and helping to preserve archival materials abroad that bear upon the history and affairs of this country. It recommends that substantially more financial resources be placed at the disposal of the Public Archives to enable it to broaden and accelerate its work in this field.

(b) Canada is missing opportunities to know more about itself because it is not placing sufficient emphasis upon identifying, gathering, organizing, preserving and making use of the wealth of archival research materials abroad that bear directly upon this country. Moreover, the fact that valuable material of interest to Canada is being lost, scattered or damaged lends urgency to the need for action in this field. The Commission is therefore proposing that a major programme be undertaken to ensure the identification, preservation and accessibility to scholars of archival materials abroad relating to Canada.

32. The Commission recommends that the Department of External Affairs, with the assistance of its proposed Advisory Council, work more closely with such international academic organizations as the Association of Commonwealth Universities, the Association des universités partiellement ou entièrement de langue française, and the International Association of Universities in the planning and arrangements for external academic and cultural activities, and that it facilitate and support the participation of Canadian universities in the activities of these organizations.

33. The Commission recommends the appointment of Ministers, or other senior officers with specific responsibility for academic, scientific and cultural affairs by the Department of External Affairs in those countries with which Canada has extensive and active cultural relations, such as France, the United Kingdom and the United States.

34. Liaison with universities abroad, with a view to promoting Canadian academic interests, should be a major responsibility of Canadian Cultural Attachés. It is particularly important that there be regular visits to the universities so that the Embassy or High Commission can come to know and assist individuals and institutions involved in, or wishing to introduce Canadian Studies. A particular need for additional staff to carry out such activity now exists in Britain, France and the United States.

35. The high proportion of non-Canadians on the staff of Canadian universities has occasioned certain specific problems regarding the composition of delegations representing Canadian universities at international gatherings. In a number of instances these delegations have been made up largely, or even entirely, of non-Canadians. The Commission believes that, even with the best of intentions, delegations composed in this way do not adequately represent Canada, nor is it

appropriate to request them to do so. Consequently, the Commission recommends that delegations representing Canadian universities at international gatherings should normally be composed of Canadians.

36. The Department of External Affairs, with the assistance of the AUCC, should arrange a series of meetings with representatives of the Canadian academic community to open up communications and to review the needs and opportunities relating to Canada's academic relations abroad.

37. The Department of External Affairs should extend administrative and financial support to Canadian universities anxious to explore and develop possible agreements for faculty and student exchanges and for other co-operative projects with universities outside Canada.

38. The proposed Advisory Council for External Academic and Cultural Affairs should give consideration to a programme of salary subsidization for Canadian professors teaching abroad, when this would clearly be desirable in the interests of Canadian studies in particular countries, especially in underdeveloped countries unable to afford an exchange agreement with Canada or to pay the salary of a Canadian professor.

39. The proposed Advisory Council and award granting agencies should devote some attention to the identification of neglected areas in Canadian studies that relate to events and institutions outside Canada and should seek out, encourage and support competent scholars wishing to investigate these topics.

40. The Department of External Affairs should review with the major Canadian granting agencies the adequacy of present provisions for assisting Canadian and foreign scholars working outside Canada on specifically Canadian topics, with a view to developing a balanced and comprehensive programme of awards and grants for this purpose. While this programme's primary object would be to support research best undertaken outside Canada because of the location of research materials, funds should also be made available to help scholars come to Canada when necessary.

41. As has been emphasized in this *Report*'s discussion of ethnic studies in Canada, teaching and research about this country's overseas cultural antecedents are of great importance and should be given strong support. In addition to ethnic affairs within Canada, a study of the origins and cultural heritage of peoples migrating to Canada should form part of the work of a National Institute for Ethnic Studies, which has been suggested elsewhere.

42. A programme of fellowships should be initiated to make it possible for selected foreign scholars interested in teaching Canadian studies abroad to visit Canadian universities for short periods of time.

43. The Canadian Government should attempt to reach agreements with interested countries on joint programmes to promote and support studies relating to Canada in these countries and studies relating to these countries in Canada.

44. In co-operation with the AUCC, the proposed Advisory Council for External Academic and Cultural Affairs should encourage the preparation of a programme enabling students from outside Canada to take a degree in Canadian studies whose six or eight semester programme could be carried out peripatetically at a number of universities, in several Provinces and regions of Canada.

45. The Department of External Affairs should work with award granting agencies in Canada to develop a programme to provide information about this country to visiting foreign students prior to their arrival here. Moreover, universities receiving large numbers of foreign students should make available to them upon their arrival a non-credit course that would be of practical assistance as an introduction to Canadian society and culture.

46. The Canadian Government, working with the Association for Canadian Studies and the AUCC, should make a real effort to interest private donors in funding specific Canadian studies projects abroad. Non-monetary gifts, such as library donations, should also be encouraged.

47. The Canadian Income Tax Act should be amended to allow tax-deductible contributions from Canadian companies, foundations and individuals in support of Canadian studies programmes in other countries that meet approved

academic criteria. The present terms of the Act effectively discourage many potential private donors from making grants or gifts outside Canada for this purpose.

Section B

In addition to the foregoing general conclusions and recommendations, the chapter on Canadian studies abroad contains many specific suggestions and recommendations relating to Canadian studies in various countries. These more specific suggestions and recommendations cannot always be readily taken out of the context in which they appear in the text in order to be listed with the general recommendations. However, it may be helpful, *by way of illustration,* to note below some of the many suggestions and recommendations pertaining to Canadian studies in specific countries and at specific institutions contained in the chapter, in addition to the forty-seven general recommendations listed above.

1. The Commission believes that it is in Canada's best interests to increase a knowledge and understanding of our country in the United States, and that a great deal could be done towards this end by a judicious expenditure of effort and money to support the development of Canadian studies at American universities and colleges. The Commission has, therefore, concluded that the time has come for Canada to put money directly into the promotion, development and sustaining of Canadian studies at selected universities and colleges in the United States. As one of its immediate assignments, the proposed Advisory Council for External Academic and Cultural Affairs should prepare proposals for a balanced, long-term programme to assist the development of Canadian studies in the United States. The Commission's inquiries indicate that a serious programme, with sufficient impact to meet the needs of the situation, will require expenditures of the order of at least a million dollars a year. Such a programme should, in turn, stimulate greater interest and support from private donors, including corporations and foundations, by making clear the importance attached to such studies by Canada.

2. In preparing proposals for a balanced, long-term programme to encourage and support Canadian studies in the United States, the proposed Advisory Council for External Academic and Cultural Affairs should consider a wide range of possibilities, including support for: the establishment of chairs, on a trial basis and/or by initial endowment; programmes of Canadian studies at selected universities that demonstrate a serious commitment on their own part to Canadian studies (in this regard, careful consideration should be given to encouraging and assisting some of the newer, smaller and less spectacular programmes in Canadian studies, as well as those which are already more widely known); exchanges and research aimed at the preparation of an increasing number of American faculty members qualified to teach in this field; a schedule of visiting professorships, from Canada to the United States and from the United States to Canada; post-graduate scholarships; field trips and off-campus study semesters to be held in Canada; assistance to universities interested in providing teacher training sessions and workshops for school teachers wishing to develop their knowledge of and competence to teach about Canada; a programme of major book donations tailored to the requirements of Canadian studies programmes at specific institutions; the preparation of university and school textbook material, and of annotated bibliographies, about Canada appropriate to the needs of American universities and schools; the preparation of teacher's kits about Canada; increased cultural activity drawing upon the visual and performing arts in Canada to illustrate and support Canadian studies in American universities and schools; a more active programme of assistance for visits and guest lectures in the United States by Canadian scholars; a programme to bring American scholars involved in Canadian studies on visits to Canada; seminars and conferences, on Canadian topics, including Canadian-American relations; assistance with curriculum planning by scholars and institutions interested in initiating new courses and programmes in Canadian studies; some research assistance to American scholars working on Canadian subject matter.

3. The Commission commends the Department of External Affairs for the support that it has given to the work of the Association for Canadian Studies in the United States and recommends that this support be continued and enlarged.

4. (a) The Commission recommends that the Department of External Affairs (in consultation with interested scholars, associations and potential donors) should encourage and assist Harvard University to make full use of the opportunity that it has to develop a strong and worth-while programme of Canadian studies. To this end, means should be found to increase the endowment fund established some years ago at Harvard for the Mackenzie King Chair to a level that will provide adequate financial resources for a properly planned and properly sustained Canadian studies programme.

This programme should include provision for a number of junior academic appointments, for some graduate fellowships, and for appropriate office and other support arrangements, in addition to the appointment of a distinguished scholar to the Mackenzie King Chair.

(b) A fuller utilization by Harvard of its opportunity to become a significant centre for Canadian studies might usefully be related to the development of such studies elsewhere in the Boston area. Interest in the possibility of co-operation in this field has been expressed, for example, at the Massachusetts Institute of Technology and at the Fletcher School of Law and Diplomacy at Tufts University.

5. To preserve and develop, in useful and contemporary terms, the historic relationship between Canada and Britain, it is essential that our two countries be well informed about one another. This, in turn, should make possible an intelligent and up-to-date understanding of our respective attitudes and affairs. Unfortunately, however, both countries have taken for granted the existence of such knowledge and understanding and both have failed, with only some minor exceptions, to initiate the new activities and programmes required to adapt an ancient relationship to modern circumstances. Both countries should now examine carefully the state of their relationship and consider what new and fresh arrangements may be needed to insure that each can have the opportunity of a fuller knowledge and understanding of the other. The need, in particular, for a re-invigorated cultural relationship should be recognized. The Canadian contribution to this could take no more useful form than the support and encouragement of Canadian studies in the United Kingdom. There is both the opportunity and the need for positive support from Canadian sources for this purpose and such support would be welcomed and appreciated by the growing number of British scholars and institutions interested in this field.

6. The Department of External Affairs should encourage and assist interested scholars and institutions to create an Association for Canadian Studies in the United Kingdom.

7. The Commission commends the Canadian Government, its High Commission in London, and interested members of the public in Britain and in Canada who have thus far encouraged and worked towards the creation of a Chair of Canadian Studies at the University of Edinburgh. It would now urge the Canadian Government, working closely with the University and with the business communities in both countries, to carry through to completion the arrangements to establish and endow this Chair.

8. The Commission recommends that attention now be given to the possibility of creating a similar Chair of Canadian Studies at one or more universities in England where lively interest in this possibility has already been shown at several institutions, including Oxford and London.

9. The Commission recommends, as a matter of some urgency, that, before further records are lost or damaged, arrangements should be made to seek out and to catalogue archival resources relating to Canada in the United Kingdom. Steps should also be taken to ensure their preservation and accessibility to scholars. A small team of archivists operating full time on the spot in the United Kingdom, would more than justify the costs involved in terms of permanent gain and enrichment to the fund of materials available for future Canadian researchers. The Public Archives of Canada should be given the financial resources necessary to enable it to expand and accelerate its work in this field.

10. The Commission commends the Department of External Affairs for its recent initiative in establishing a Canada-United Kingdom Canadian Studies Exchange Fellowship as a first step in fostering the development of a cadre of British scholars interested in teaching about Canada in the United Kingdom. It recommends that this initiative be extended to a full programme involving at least a dozen exchange fellowships in each academic year.

11. The Commission notes with appreciation that the Scott Polar Research Institute at Cambridge University has supported extensive studies relating to the Canadian Arctic and recommends that the Institute should receive more substantial support from Canadian sources to develop its role as an international centre for co-operative research in this important field.

12. The Commission notes with appreciation the work being done by the Institute of Commonwealth Studies, at the University of London, to stimulate and support interest in Canadian studies in the United Kingdom and to promote closer personal and academic association between Canadian students and scholars and those of other Commonwealth countries. It recommends that the proposed Advisory Council for External Academic and Cultural Affairs investigate ways in which the Department of External Affairs and other Canadian sources could be of assistance to the Institute of Commonwealth Studies in developing further its well-established interest in the Canadian studies field.

13. The Commission notes that faculty research of significant and specific interest to Canada is being conducted at a number of United Kingdom universities in such areas as economic geography, regional development, arctic studies, connectional history, science policy and political institutions and that many individual British scholars have engaged in field work in Canada in association with Canadian scholars or with such agencies as the Geological Survey of Canada. The Commission recommends that more consideration be given by both Canadian and British agencies to ways and means of encouraging and supporting co-operation between Canadian and British scholars and institutions in such endeavours.

14. The Commission commends the proposal to make use of Canada House in Trafalgar Square as a cultural and information centre and recommends that plans for this proposal should be accelerated and also broadened to include provision, for example, for library facilities such as those available at the Canadian cultural centre in Paris.

15. The Commission recommends that the proposed Advisory Council for External Academic and Cultural Affairs, in consultation with interested scholars, universities and Government agencies in both Canada and Ireland, explore the possible development of a centre of Irish-Canadian studies at one of the Irish universities that have expressed interest in such a centre. Other interested universities in both Canada and Ireland might be invited to participate in the work of the centre and perhaps to be associated in its governance and support.

16. The Commission has found a very considerable interest in Canadian affairs in the universities of France, which is already reflected in the growing attention that many of them have devoted to Canadian studies over the past fifteen years. Such interest is both natural and welcome, given the historic and cultural relationships between our two countries. All appropriate steps should, therefore, be taken to encourage and assist those scholars and institutions in France who wish to extend a knowledge and understanding of Canada through teaching and research.

17. The Department of External Affairs should encourage and assist interested scholars and institutions to form an Association for Canadian Studies in France.

18. The Department of External Affairs, in consultation with appropriate bodies in France and Canada, should identify more fully those universities or institutions in France that have an interest in Canadian studies and should then examine ways in which to encourage and support this interest.

19. The Department should do more to facilitate communications and working links between French and Canadian scholars and institutions.

20. There is a need, in Paris as elsewhere, for the Department of External Affairs to direct increased staff and resources to the cultural aspects of its work abroad, including academic liaison.

21. The Commission notes with appreciation the very useful work being done by the staff of the Canadian Cultural Centre in Paris and commends the Department of External Affairs upon the establishment of this Centre in 1970. It notes with regret, however, that this is still the only fully developed Canadian cultural centre abroad.

22. The Commission recommends that the Department of External Affairs, in consultation and co-operation with the Provinces through the Council of Ministers of Education, and with potential private donors, should as soon as possible develop plans to provide adequate and sustained financial support for the Maison Canadienne in Paris.

23. Like the United Kingdom, France possesses enormously valuable archival materials relating to Canada, including church and government documents, business records and family papers. Most of these have not yet been properly

catalogued, or even listed. Many are still unidentified, and some are undoubtedly subject to the risk of deterioration or destruction. It is, therefore, vital that France be included in the major project to search for and identify archival materials abroad relating to Canada that the Commission has recommended.

24. Appropriate assistance and encouragement from Canadian sources is required to strengthen existing programmes and to help initiate new ones in the field of Canadian studies at selected institutions in France. The Commission therefore recommends that the proposed Advisory Council for External Academic and Cultural Affairs should undertake at once a review of the terms and operation of the present France-Canada cultural agreement with a view to strengthening Canadian studies in France. Specific proposals to achieve this purpose should be prepared for consideration by the Commission Mixte France-Canada.

25. The Commission wishes to stress the value of Canadian academic and cultural relations with other countries of the Francophone community. It recommends that the proposed Advisory Council for External Academic and Cultural Affairs should, in consultation with the Provinces, prepare proposals for a full and sustained programme of academic exchanges and of co-operative and comparative studies, linking Canadian scholars and institutions with scholars and institutions of the Francophone countries with which Canada shares linguistic and cultural ties of potential significance.

26. Similarly, the Commission notes that the Commonwealth provides a remarkable opportunity for co-operative, comparative and connectional studies amongst the universities of all its member countries. On the whole, however, the Government and university financial arrangements for educational exchange and co-operation between Canada and other countries of the Commonwealth, while helpful, are inadequate to support the level of activity that is clearly desirable. The Commission therefore recommends that the proposed Advisory Council, working closely with the Social Sciences Research Council of Canada, the Humanities Research Council of Canada, the Association of Universities and Colleges of Canada, the Canadian Association of University Teachers and other interested organizations and Government agencies, should undertake a complete review of these arrangements. The review should examine ways in which the Canadian Government and interested universities and bodies could give more substantial encouragement and support to visits, exchanges and co-operative programmes of study within the Commonwealth. Particular consideration should be given to the possibility that Canada should now enter into special educational exchange agreements with one or more Commonwealth countries.

27. The Commission recommends that the proposed Advisory Council for External Academic and Cultural Affairs develop proposals to broaden and strengthen the Commonwealth Scholarship and Fellowship Plan by increasing both the number and the current value of the scholarships and fellowships that it provides.

28. The Commission further recommends that the proposed Advisory Council for External Academic and Cultural Affairs examine ways in which the Commonwealth Scholarship and Fellowship Plan might be extended to provide support for programmes of study as well as for individual scholars.

29. The Commission notes that there is opportunity and need for scholarly attention to Canada's roots in and ties with Italy, both historical and contemporary. However, until recently, very little in the way of tangible support has been directed to this end by the Canadian Government and its agencies or by the Canadian university community. The Commission therefore recommends a substantial development of the facilities and arrangements for Canadian scholarly and cultural activity in Italy. The basis for such a development now exists and a significant expansion of support would be welcomed. Very few developed countries have so neglected the special opportunities for research and scholarship provided by Italy and the Vatican. It is now time to take the steps necessary to make up for this neglect.

30. With so much archival material available, in so many different locations, drawn from so many centuries, and dealing with so many different subjects, there is a clear need for a systematic survey and inventory of archival resources in Italy that refer to Canada.

31. The Commission recommends the establishment of a Canadian School in Rome. The Canadian Government, working in close consultation with the Provinces and with interested corporations, foundations and individuals in both Italy and Canada, should take the initiative in the planning and arrangements for this proposal.

32. The programme and financial resources of the Canadian Cultural Institute in Rome should be strengthened and related to the development of a Canadian School in Rome.

33. The Commission welcomes the establishment in 1974 of an Inter-University Council on Academic Exchanges with the U.S.S.R. and Eastern Europe to promote exchanges of faculty members and graduate students, and to foster other forms of co-operation between Canadian universities and institutions of higher learning and research in the Soviet Union and Eastern Europe. It urges that the work of this Inter-University Council should receive the full encouragement and support of the Department of External Affairs.

34. The Commission recommends that the Canadian Government make an annual contribution to help support the work of the Shastri Indo-Canadian Institute and that the proposed Advisory Council for External Academic and Cultural Affairs examine other ways to improve academic liaison between India and Canada.

35. The Commission has found that there is a growing and lively interest in Australia in Canadian history and literature and in co-operative and comparative Australian-Canadian studies. However, little has yet been done to encourage or support this interest in either country. The Commission therefore recommends that the proposed Advisory Council for External Academic and Cultural Affairs explore the needs and opportunities in this area.

36. There is substantial interest and activity in Canadian studies in New Zealand, which has been encouraged and assisted in an effective manner by book gifts from the Canadian Government. There is a basis for the development of some significant comparative New Zealand-Canadian studies, which should be carefully examined by the proposed Advisory Council for External Academic and Cultural Affairs.

37. The Commission recommends that the Advisory Council for External Academic and Cultural Affairs develop proposals for a worth-while programme of academic and cultural links, including exchanges and co-operative and comparative studies, with a number of the Latin American countries with which Canada shares common interests.

38. The Commission commends the Department of External Affairs for the academic exchange agreement negotiated with the People's Republic of China as a useful first step in improving Canada-China cultural and academic relations. The programme for which it provides, however, is modest considering the vastness of China's population, the geographic size of both countries and the scope for a wider diffusion of knowledge about Canada in China and about China in Canada. The present limited programme falls far short of meeting the needs of the situation. Canada's cultural relations with China have by no means expanded to keep pace with her economic and trade relations with that country, and the Commission believes that some expansion of the academic exchange agreement of 1972 is required.

39. The commission believes it is unfortunate that, while Canadians have made very substantial contributions to the development of the university system in Israel, they have done almost nothing to encourage the study of Canada in that system. The Commission recommends that the Friendship Societies of the universities of Israel that operate in Canada should now place some priority upon supporting programmes and arrangements that will foster appropriate Canadian content at these universities as a legitimate field of study, and that the proposed Advisory Council for External Academic and Cultural Affairs examine ways and means to encourage and assist such a development.

40. The Commission recommends that the Canadian Government make an annual grant to the Canadian Centre at Sophia University in Japan, and that the proposed Advisory Council for External Academic and Cultural Affairs examine, and make recommendations about, ways and means to foster a greater interest in and knowledge of Canada at other appropriate universities in Japan.

41. The commission notes with pleasure that the communique released by the Prime Ministers of Canada and Japan during their meeting in Canada in September 1974 indicated their agreement that 'it would be desirable' to conclude a cultural agreement between the two countries in order to promote academic relations and cultural exchanges and to foster Canadian studies in Japan and Japanese studies in Canada. The two Prime Ministers 'concurred that negotiations would be started at an appropriate time to that end'. The Commission believes that the appropriate time is now.

FOOTNOTES:

[1] *Report of the Royal Commission on National Development in the Arts, Letters and Sciences* (Ottawa, 1951), pp. 253-267.

[2] Claude T. Bissell, 'The University and Canadian-American Relations' in *The Strength of the University: a Selection from the Addresses of Claude T. Bissell* (Toronto, 1968), p. 181.

[3] Denis Smith: "A Proposal for Canadian Studies at Oxford', Spring 1972, manuscript, pp. 3-4.

[4] Edward Miles, 'Opportunity and Challenge: Canadian Studies at the Pre-college Level', ACSUS *Newsletter,* Vol. 2, No. 2 (Autumn 1972), pp. 129-136; idem, 'Canadian studies in the United States: challenge and frustration,' *International Journal,* Vol. 27, No. 2 (Spring 1972), pp. 250-264.

[5] G.M. Craig, 'Some Canadian Views of America's History', *Social Education* (October 1971), p. 585.

[6] Bissell, pp. 181-193.

[7] Dale Thomson and Roger Swanson, 'Scholars, Missionaries or Counter-Imperialists? ', *Journal of Canadian Studies* (August 1970), p. 7.

[8] The *Times,* 8 December 1972.

[9] Joint Communiqué between Prime Minister Kakuei Tanaka and Prime Minister Pierre Elliott Trudeau, Ottawa, 24 September 1974.

Canadian Studies in the Community Colleges

THE COMMISSION ON CANADIAN STUDIES was established to study and report upon the state of teaching and research in studies relating to Canada at Canadian universities. To fulfil this responsibility adequately, the Commission felt that it should relate its assessment of Canadian studies at the university level to developments in this field in other sectors of the educational system in Canada, including the community colleges.

There are several reasons why a report on Canadian studies in the universities should be concerned with Canadian studies in the community colleges. The first reason is that there are many exciting and innovative developments in Canadian studies occurring at community colleges across Canada that universities should know about in planning their own programmes in this field. In many cases these developments involve entirely new approaches to Canadian studies that are applicable to the university level as well.

A second reason for the Commission's concern with community colleges is that in most Provinces they represent the principal option to a university education for students wishing to pursue further studies beyond the school level. As parallel systems universities and colleges should be acquainted with what one another is doing. And there should be a maximum degree of communication and co-operation between the two systems. Canadian studies presents a particularly propitious field for co-operation because in both systems it is relatively new and involves similar problems and challenges.

A third reason is that, in many instances, particularly in Quebec where community colleges are the route to higher education, students spend a time at community colleges before enroling in university. Consequently, the state of Canadian studies at the community colleges will have a bearing on the preparedness of students for studies in this field at the university level. By the same token, the extent to which students are exposed to Canadian content in the curriculum at university will affect the state of Canadian studies at community colleges. It will be reflected, for example, in the quality of the teaching, since many community college teachers are university graduates.

In preparing this chapter, the Commission was mindful of the importance of defining with some precision the terms 'community colleges', 'Canadian content' and 'Canadian studies'.

In deciding which institutions should properly be considered 'community colleges' for the purpose of this review, the Commission was guided by the definition suggested by Dr Gordon Campbell:[1]

> A community college is a non-degree granting public or private institution offering vocational or university parallel studies, or both, in programmes of one, two or three years' duration.

Community colleges exhibit, in varying degrees, a community orientation, ease of access and admission, a flexible curriculum and an emphasis on teaching rather than research.

The community college constituency is a large and expanding one. There are now 147 colleges eligible for membership in the Association of Canadian Community Colleges – an increase of ten in the past year and a half. Statistics Canada reports an enrolment growth rate in non-university post-secondary education of between 4 per cent and 7 per cent annually.[2] This trend is expected to continue through to 1975-1976 while university enrolments are expected to drop slightly and then stabilize during this period. For the most part, the rapid growth of the community college system has occurred in every part of Canada except the Atlantic Provinces. In 1970-71, there were 95,868 students in non-degree granting post-secondary institutions, (mostly community colleges), in 1971-72, 118,929 students; in 1972-73, 123,674 students; and in 1973-74, 131,690 students.[3] There are now 15,515 full-time faculty working in these institutions.[4]

The functions of these community colleges are determined by provincial policy. In Quebec, for example, the first exposure given a student to any form of post-secondary education is in the CEGEPs (Collèges de l'enseignement général et professionnel). The CEGEPs are the third level in a comprehensive educational structure (primary, secondary, CEGEP and university). In addition to providing the route to university, CEGEPs offer employment-oriented programmes. In Ontario the colleges of applied arts and technology are intended to be an alternative post-secondary system that emphasizes vocational training. There are no formal transfer arrangements between community colleges and universities in Ontario, although some students move from one system to the other. In both British Columbia and in Alberta, community college curricula include: two years of university-level studies, career programmes leading to employment, remedial-developmental programmes and a variety of thematic and general education courses.

The community orientation of a college is determined by individual college policy, by the location of the college (urban or rural), by the needs, demands and expectations of the community itself and by the relationship of the college to other educational institutions and agencies.

'Community', in a curriculum sense, is not intended to mean that the programme of instruction has been devised solely for local needs. Some colleges may specialize in programmes of local interest, for example, CEGEP de Rouyn-Noranda specializes in mining programmes. But for others, the community may be the Province, the country and even beyond, for example, one college in Ontario has an international business programme.

Whatever may be their emphases, it is important that community colleges serve and relate themselves to Canada; for community colleges have the special role of helping thousands of young people to develop skills and prepare themselves generally for the Canadian job market. In a very special sense, therefore, these schools must relate their curricula and their planning to Canadian requirements. If community colleges fail to relate themselves to the Canadian situation, they are in fact failing to fulfil the purpose for which they were established. Expressed differently, community colleges should be strongholds of Canadian studies if they are to meet both the obligations and the opportunities of their role.

As has been noted, community colleges offer two main types of programmes: technical and vocational courses that are specifically employment-oriented and liberal arts courses that provide a more general type of education. The Commission believes strongly that Canadian content should be reflected in both types of offerings.

In the preparation of this section of the *Report* the Commission relied heavily upon information provided to it by community colleges across Canada that addressed themselves to specific questions about their curriculum, about their objectives and about their future plans. The survey that the Commission conducted of community colleges was done with the co-operation of the Canadian Studies Project of the Ontario Institute for Studies in Education (OISE) and of the Association of Canadian Community Colleges (ACCC). Detailed results of this survey, which are summarized in this chapter, have been published and can be obtained from OISE.[5]

Employing Dr Campbell's definition and aided by the information generously provided by the ACCC, the Commission mailed its questionnaire to 137 institutions (As indicated earlier, there are now 147 community colleges in Canada). Ninety-nine colleges replied for an excellent response rate of about 72 per cent.

The Commission supplemented the information gained from its survey by reviewing the calendars published by community colleges. The use of calendars for this purpose presents certain problems. For example, often calendars are out-of-date, some include subjects that have never been taught, calendar descriptions of courses do not always coincide with what is actually taught in the classroom, some calendars provide subject titles only and some colleges do not have formal calendars. Nevertheless, the Commission was able to gather much useful information about the state of Canadian studies at community colleges from reviewing their calendars.

The many formal briefs and informal submissions that the Commission received on the subject of community colleges were also helpful. So too, was the participation of representatives of community colleges in the Commission's public hearings across Canada. Finally, the Commission was represented at several national and regional meetings of community colleges that conducted sessions on the question of Canadian Studies.

The observations of this chapter, then, are based on the findings of the survey and on the information and views received from these other sources.

Problem of Definition

Among other questions, the Commission asked community colleges to assess the extent of Canadian content in their curricula. 'Canadian content' proved to be somewhat difficult for the Commission to define in designing its questionnaire and for the colleges to identify in responding, especially in reference to vocational and technical fields. However, the Commission understood Canadian content to mean, generally, that which deals in some way with 'an aspect of Canada or the Canadian situation'.

As pointed out in the chapter of the *Report* concerned with Canadian studies in the university curriculum, the problem with such a definition is that it is not wholly objective. Consequently, it is open to various and sometimes contradictory interpretations. A few colleges stated that all of their subjects 'dealt in some way with an aspect of Canada or the Canadian situation' if only in the sense that the knowledge or the skills learned would be applied in the Canadian milieu by the student upon graduating. At the other extreme, several respondents said that they were primarily interested in providing the student with skills and techniques that are essentially international in application. Therefore, their work did not relate to the Commission's study. This wide range of views closely parallels the response of the universities to the Commission's questionnaire on Canadian content in the university curriculum.

Most respondents, however, tried to apply the Commission's guidelines with reason and care. The fact that a consistent pattern emerged from the responses indicates the suitability of the definition. For example, most colleges cited similar lists of subjects in economics, taxation, accounting, as well as in law and in social research, when describing programmes that they thought qualified as having Canadian content.[6] When the Commission sensed that a respondent had interpreted the term Canadian content too narrowly or too broadly, it checked the reply against the community college's calendar.

The problem of defining Canadian studies was even more complex. The Commission, in its survey, used the term to refer to either of two types of programmes or subjects.

The first type is any programme or subject that a community college has officially designated as 'Canadian Studies'. The second is any programme or subject dealing with an aspect of Canada or the Canadian situation but not officially designated Canadian studies (for example, B.C. studies). For the purpose of this chapter only, the former will be referred to as Canadian studies, the latter as Canadian content, although, of course, in the broader sense, both are legitimately Canadian studies. Formally designated Canadian studies will be discussed first; then, Canadian content subjects.

Formally Designated Canadian Studies

Canadian studies subjects and programmes are offered at 20 of the 137 colleges surveyed by the Commission. All twenty are in Ontario, Alberta, British Columbia and Quebec. None appear in any of the Atlantic provinces.

Table 1

Community Colleges Having Formally Designated Canadian Studies Programmes

College	Location
Cariboo College	Kamloops, B.C.
College of New Caledonia	Prince George, B.C.
Dawson College	Montreal, Quebec
Durham College of Applied Arts & Technology	Oshawa, Ontario
Fanshaw College of Applied Arts & Technology	London, Ontario
*George Brown College of Applied Arts & Technology	Toronto, Ontario
Grant MacEwan Community College	Edmonton, Alberta
Lambton College of Applied Arts & Technology	Sarnia, Ontario
Marianopolis College	Montreal, Quebec
Mount Royal College	Calgary, Alberta
Seneca College of Applied Arts & Technology	Toronto, Ontario
Vanier College	Montreal, Quebec

*A programme designed to upgrade a student's qualifications for community college entrance.

Table 2

Community Colleges Having Formally Designated Canadian Studies Subjects not part of a Canadian Studies Programme

College	Location
Camosun College	Victoria, B.C.
Capilano College	Vancouver, B.C.
Centennial College of Applied Arts & Technology	Toronto, Ontario
Humber College of Applied Arts & Technology	Toronto, Ontario
Niagara College of Applied Arts & Technology	Welland, Ontario
Northern College	South Porcupine, Ontario
St. Clair College of Applied Arts & Technology	Windsor, Ontario
Sheridan College of Applied Arts & Technology	Oakville, Ontario

Nine other institutions indicated to the Commission that they plan to institute formally designated Canadian studies programmes or subjects in the near future. Four of these colleges are Ontario colleges of applied arts and technology and four are British Columbia colleges. The ninth college, Champlain Regional College in St. Lambert, Quebec, has proposed a Canadian studies programme.

Table 3

Community Colleges That Plan to Introduce Formally Designated Programmes Or Subjects

College	Location
Champlain Regional College	St. Lambert, Quebec
Confederation College of Applied Arts & Technology	Thunder Bay, Ontario
Columbia Junior College	Vancouver, B.C.
Conestoga College of Applied Arts & Technology	Kitchener, Ontario
Douglas College	New Westminster, B.C.
Malaspina College	Nanaimo, B.C.
Selkirk College	Castelgar, B.C.
Sheridan College of Applied Arts & Technology	Oakville, Ontario
St. Lawrence College	Kingston, Ontario

In addition, a tenth college, Vancouver City College, is investigating the possibility of expanding its present British Columbia Studies Programme into a Canadian Studies Programme.

All but one of the Ontario colleges that now offer, or plan to offer, formal Canadian studies are located in the most industrial and urbanized parts of that Province. There are formal Canadian studies reported at the colleges east of Kingston. Only two colleges north of southwestern Ontario report formal Canadian studies work. The Commission believes that this is a serious gap that the colleges in these areas should review carefully. In particular, they should assess the possibilities of introducing formal Canadian studies that would relate directly to, and take advantage of, the particular characteristics of their regions in the same way that this has been done successfully at many other colleges.

In Alberta and British Columbia, too, Canadian studies are located in urban colleges. In Quebec formal Canadian studies are offered only in the Anglophone colleges in and around Montreal. However, there is considerable Canadian content in the curriculum of all CEGEPs.

In Quebec there is some difference in the way Anglophone colleges and Francophone CEGEPs handle their curriculum. The Anglophone colleges have more flexibility in designing their curriculum. That is, in addition to the subjects prescribed for all community colleges by the Department of Education in the *Cahiers de l'Enseignement Collegial,*[7] the Anglophone colleges are allowed by the Department's general guidelines governing humanities curriculum to offer a range of humanities subjects. Students in the English-language CEGEPs must take one humanities subject from each of the following specified levels:

Category 1	*Man and His World Views* (101 series). Studies of the various modes of interpreting man and his world.
Category 2	*Man, His Knowledge and its Application* (201 series). Courses which examine how man knows and the effects this knowledge has.
Category 3.	*Man's Creative Expression* (301 series). Studies of various kinds of creative expression and their modes of communication.
Category 4	*Man and Focal Issues* (401 series). Courses focusing on social issues that have confronted man.[8]

Many of the Anglophone CEGEPs in and around Montreal employ these guidelines to develop formal Canadian studies.

In contrast, the Francophone CEGEPs are not permitted to use the Department's general guidelines governing the humanities curriculum but must offer a specified number of philosophy subjects. This tends to limit their opportunity to offer formal Canadian studies.

Examples of Formal Canadian Studies Classroom Work

The Commission has selected representative subjects from the curricula of several community colleges to illustrate the work being done in formal Canadian studies.

Canadian Studies 310-3 (History 310): Problems in Canadian Cultural History is a history subject offered as a Canadian studies elective at Lambton College in Sarnia. Lambton is the only college in Ontario offering a diploma in Canadian studies although diplomas in Canadian studies are offered in Quebec, Alberta and British Columbia. This one-semester subject involves an examination of selected problems in pre-Confederation Canadian History. Stress is placed on the cultural and social impact of such events as the Loyalists migration. Original source material, historical works and cultural artifacts are used where possible.

Canadian Studies 201.3: The West as Protest is offered in the Canadian Studies Programme at Grant MacEwan Community College in Edmonton. In the sense that it reflects the local history and interests of the surrounding community, this subject is typical of a number of subjects offered at various colleges.

The Grant MacEwan College calendar describes this particular subject as one that reviews the experiences of western Canadians, and especially of Albertans, throughout history and the traditional relationship of the West to the rest of Canada. Emphasis is placed on the West's 'colonial' economic status in confederation. 'Of concern is the spectacle of westerners being at once the most conservative and the most radical in their attempt to resolve their problems'.

Canadian Studies III: Canada as Colony, a subject offered at Cariboo College in Kamloops is concerned with the economic, cultural and historical aspects of Canada's changing relationships with Great Britain and the United States.

Similar subjects appear in most of the Canadian studies programmes offered at the colleges. Typical themes include: economic dependence, Canadian-American relations, Canadian literature, Canadian media, French-English relations in Canada, ethnicity, and examinations of regional interest and conflicts.

Other subjects are less common and some are offered exclusively at a particular community college. For example, one college offers a semester subject that examines in some detail various royal commissions and task force reports. A student studies the origins and the terms of reference of the reports, the background of their authors and of key researchers, and the reports' findings and recommendations.

Generally, programmes of Canadian studies are organized as collections of subjects employing both disciplinary and interdisciplinary approaches.[9] However, there are exceptions. The Canadian Studies Programmes at Seneca College and Durham College in Ontario are composed entirely of interdisciplinary subjects. Though Canadian content subjects of a disciplinary nature appear in other parts of the curriculum, they are not formally part of the Canadian Studies Programmes. It is interesting to note that Durham's interdisciplinary subjects are mandatory for all students of applied arts. At Seneca every student must complete at least one Canadian studies subject in order to graduate.

Vanier College in Montreal offers a multidisciplinary approach to Canadian studies. That is, students in the Canadian Studies Programme take five separate subjects; each subject treats similar topics or themes, but they do so from the perspective of the different disciplines. For example, the theme of regional disparity is dealt with separately in English literature, political science, history and sociology, each time from the perspective of the discipline involved. A student may take as many of the five subjects as he or she wishes. If more than one is taken the exposure to the topic or theme is multidisciplinary; if only one is taken, the exposure is disciplinary.

An Observation on the Interest in Formally Designated Canadian Studies

All of the Canadian studies programmes and subject offerings in the community colleges are relatively recent undertakings. The most senior, at Seneca College, Dawson College and Vanier College, are only about five years old.

In addition to these curriculum developments and to the nine new programmes or subjects that have been proposed, interest in Canadian studies at community colleges has been expressed in other ways.

For example, the Association of Canadian Community Colleges devoted to Canadian studies five of the approximately thirty papers presented at its 1973 conference and three of twenty-two sessions at its 1974 conference. The ACCC has set the promotion of Canadian studies as one of its goals and has indicated that it intends to treat Canadian studies as a major theme at its future meetings. In 1974 it began publication of a Canadian studies newsletter, *Communiqué: Canadian Studies*, as a curriculum service to colleges and faculty.

The Canadian Community College Institute (CCCI), centred at Banff, Alberta, held a five-day seminar on Canadian studies in that town in April of 1974. Fifty-nine colleges from British Columbia, Alberta, Saskatchewan, Manitoba, Ontario and Quebec participated. The delegates, using both official languages in workshops, examined: case studies of existing Canadian studies programmes; approaches suitable for this kind of work in the various provincial systems; the development of Canadian content in a number of vocational and technical programmes; and questions of cultural identity in Canada. A similar conference was held in May 1975 at Mont Orford, Quebec.

There have been other expressions of a strong and growing interest in Canadian studies. Seneca college in Toronto has developed a wide ranging mobile Canadian studies programme. It began this venture in the spring of 1970 to introduce students to distant or unfamiliar parts of Canada through study and travel. Organized as an academic programme, it has enabled groups involving hundreds of students to study in Canada's Arctic, to visit and examine the socio-economic infra-structure of the outpoorts of Newfoundland and Labrador, to study Canada's labour movements in mine and mill towns, and to explore the complexities of several of the country's key industries. Students and faculty of other community colleges, including several in the United States, have also participated in the Seneca mobile programme, as have faculty members of universities in Toronto.

The Commission commends Seneca College for the pioneering work that it has done in the field of mobile programmes and urges other colleges to explore the possibility of involving their students and faculty in this kind of academic enterprise. The Commission believes, further, that such a venture presents valuable opportunities for collaboration between community colleges and universities, particularly neighbouring institutions.

In another direction, some community colleges have engaged in exchanges of students and faculty between Canadian studies programmes. Dawson College and Lambton College held such an exchange during the 1972-73 academic year.

In British Columbia community college faculty have shown a real interest in expanding Canadian studies in that Province and, towards this end, have held several joint meetings in which representatives of the Canadian studies programmes at Simon Fraser University have been particularly active. In the fall of 1974 a provincial 'Articulation Committee' for Canadian Studies was established to co-ordinate B.C. community college and university work in this field.

Canadian Content in the Curricula of Community Colleges

As indicated earlier, for the purposes of this chapter, Canadian content refers to subject matter dealing in some way with 'an aspect of Canada or the Canadian situation' but not formally designated as a Canadian studies programme or subject.

The Commission's information indicates that there is little difference from Province to Province in the proportion of Canadian content in the curricula of community colleges. To the extent that there is a difference, community colleges in British Columbia, Ontario, Alberta and Quebec tend to have proportionately more subjects dealing specifically with Canadian questions than community colleges in other parts of the country.

Across Canada, subjects with Canadian content are often regional or local or specialized studies. For example, seventeen colleges have native studies programmes or subjects.[10] In British Columbia, several colleges offer B.C. studies. One Ontario college, located in the industrial heartland of that province, offers a labour studies programme.

There tends to be a greater emphasis upon Canadian content in liberal arts areas of the curriculum than in the technical and vocational fields. Also, there tends to be greater emphasis upon Canadian content in some 'technical' areas than in others. For example, business programmes provide Canadian content primarily in economics, law and political subjects.

In contrast, the Commission was struck by the fact that students in engineering technology programmes appeared to have little opportunity in their technical subjects to study about Canada or about the possible effects of their work on Canada. The exceptions are at colleges that require that students in engineering complete liberal arts subjects.

It may be that many teachers of engineering use Canadian examples and stress the importance of relating engineering principles and practices to Canadian physical and social conditions. But such was not apparent from the Commission's investigations.

If this is indeed the case, and if other parts of the technical and vocational curriculum are similarly lacking Canadian orientation, as appears to be true at a number of institutions, then there is a serious need for community colleges to undertake a thorough review of their curriculum. Again, the Commission emphasizes that vocational and technical subjects should have Canadian content just as much as liberal arts subjects. Proficiency in vocational and technical skills and theory are of minimum value unless they go hand in hand with an appreciation and knowledge of the social, political, economic and environmental milieu in which they are to be applied.

Comment on Canadian Content

While there is a lack of Canadian content in the curricula of some colleges, the Commission was greatly impressed by what other colleges are doing to develop Canadian content. A number of colleges are experimenting successfully with fundamentally new and different approaches not only to Canadian studies but to further education itself. The few examples that follow are particularly noteworthy but are not at all isolated cases.

Mount Royal College is developing a bilingual campus (Blackfoot and English) on the reserve at Gleichen in Alberta. The curriculum is heavily oriented to the interests, needs and culture of the native peoples. Those involved aim to have the campus become an independent entity administered by the Blackfoot themselves by the end of 1975. This process has already begun; for example, native people serve on the Board of Governors and on the faculty.

At Camosun College in Victoria a programme of native studies has been set up for, and with the co-operation and participation of, the native people. A majority of the subjects are offered only to the native people in the area.

Niagara College of Applied Arts and Technology offers a certificate in labour studies covering a wide range of subjects emphasizing Canadian content, for example: Trade Unions in Canada; Development and Role; the Collective Bargaining Process in Canada; and the Role of Women in Canadian Trade Unions.

At Dawson College in Montreal the Humanities Department has launched a number of subjects in an effort to fill the gaps that exist in traditional textbooks. For example, in the subject Living Canadian History students examine the efforts of the textile, tobacco, electrical, boot-and-shoe and fur workers, of plumbers and of seamen to form unions. In another subject, Les solitudes à Montréal, the faculty attempts literally to extend the classroom into the city. In addition to lectures and group discussions, students are encouraged and taught to use video-tape equipment in their term projects. Meetings and seminars with social workers, with community organizers and with civic political figures are also a feature.

Humber College and Sheridan College in Ontario and Capilano College in British Columbia are examples of colleges involved in developing curriculum and community services for Canadian women. Programmes range from disciplinary studies of women in Canada (history, sociology, literature) to 'outreach' or community service programmes designed to stimulate interest in and awareness of the challenge faced by women and the problems plaguing them socially, politically and vocationally.

Common to each of these examples, and to numerous courses like them at community colleges across Canada, is a concern with community and the use of local human and physical resources. Together they indicate the potential of the community colleges to fulfil a real need in society for community-oriented study, teaching and training – in short, in a special sense, Canadian studies.

Conclusion

For a variety of reasons, community colleges in Canada face special problems in developing Canadian studies. In almost every case, these problems relate to the fact that in most parts of Canada community colleges are relatively new to the educational system.

Because they are new their role is not always clear to the public. Some briefs to the Commission suggested that community colleges are not yet sure of their own identity.

Throughout the course of the Commission's work, the Commission encountered some feeling across Canada that community colleges are quasi-, or perhaps even pseudo-, universities attended by students who are not qualified to be accepted at a 'real university'. With perhaps a degree of conscious or unconscious academic snobbery, some members of the university community share this view. Certainly, there is some lack of undertstanding that community colleges are an important part of the educational system in Canada, that their role is distinctly different from that of universities and schools and, because they are different, their problems and opportunities must be dealt with differently.

There is a widespread but false assumption, for example, that the curricula of community colleges do not require special textbooks or other printed materials and that publications designed for universities or senior high schools are entirely appropriate for use in community colleges. Consequently, books and articles are not being published in adequate numbers to meet the specific needs of community colleges. In the absence of Canadian materials in some fields community colleges are relying almost exclusively upon non-Canadian publications.

Part of the problem is that teachers in community colleges are seldom provided with enough time from their regular duties — and with enough financial support — to do research, to write and to publish. As indicated in the chapter audio-visual and other media support for Canadian Studies, some teachers are trying to make up for the lack of Canadian printed materials suitable for use in the community colleges by employing media materials. But, here again, teachers do not have adequate time and encouragement to become proficient in the use and production of such materials.

Community college libraries also need further development. Many colleges have access to university and public libraries, but community colleges also require library collections that are selected with the special needs of the college curriculum in mind. This is an area in which private funding would be particularly helpful, but corporations, foundations and private donors tend to overlook community colleges.

A number of community colleges in various parts of Canada are offering subjects that make heavy use of original source materials and cultural artificats. In the process they are developing impressive small archival collections. Several are collaborating with neighbouring universities and schools in gathering and using these materials. The Commission commends this kind of approach to other community colleges. It believes further that much would be gained if national, provincial and local galleries and museums would consider ways in which their programmes might be made more helpful and more accessible to community colleges, keeping in mind that their needs are not always the same as those of universities. In turn, community colleges should explore the possibility of collaborating with local galleries and museums in identifying, gathering, organizing and preserving cultural artifacts that have specific relevance for the curriculum of community colleges.

Colleges located in areas of Canada that do not have cultural institutions could render a particular service to their communities by collecting Canadiana, not only for their own use but for the use of the public. Governments and private donors should support such initiatives.

A further problem that community colleges face in developing Canadian studies is that they tend to be isolated and different from one another and therefore cannot easily share resources and co-operate in other ways on a day-to-day basis. Colleges vary greatly from Province to Province, and even within Provinces, in their functions, in their curricula, in their resources, in their degree of development and in their needs and priorities. Some are located in remote areas, where regular communication with other colleges is almost impossible.

Communications between colleges has been greatly helped by the formation in 1970 of the Association of Canadian

Community Colleges and by the holding of national and regional meetings and seminars on community college questions. But the ACCC has had trouble raising outside funds to support the good work that it is doing and its subscriptions are not enough to sustain its operations. The failure of the ACCC to interest Canadian donors in its work compelled it to seek funds outside the country. A five-year sustaining grant from the Kellogg Foundation awarded in 1968 enabled the Association to organize and begin to offer a varied programme of service to its members, but long-term funding is required as well.

The Commission is especially impressed by the work that the ACCC has done to promote Canadian studies, particularly through its conferences and its bulletin, *Communiqué: Canadian Studies*, which provide opportunities for discussions and exchanges of information between colleges relating to Canadian studies. The Commission commends the ACCC for these endeavours and expresses the hope that funds can be found to continue and enlarge upon them.

As a more general point, the Commission stresses that, while many worthwhile and innovative developments are occurring in Canadian studies at the community colleges, the fact remains: only 20 out of 147 community colleges in Canada have formally designated Canadian studies; and Canadian content in the total curriculum, particularly in the technical and vocational fields, is seriously lacking at many colleges. Unless a real effort is made to improve this situation, the enormous potential of community colleges to serve the wider community will not be fully realized.

Recommendations

1. A systematic study of Canada and of the Canadian content should be recognized as an integral and essential part of the formal education of students in community colleges.

2. There should be a greater appreciation of the importance and of the opportunities of including Canadian content in vocational and technical subjects at the community colleges and of the value of relating theories and skills in these fields to Canadian conditions.

3. Community college graduates must be prepared to adapt to change in a society of rapidly changing jobs. Therefore, there should be wider recognition of the value of including in the community college curriculum subjects designed to provide a general education.

4. The Commission commends those community colleges that have developed programmes designed to provide students with a first-hand experience of the conditions in which they will subsequently be employed, for example, by travel and exchange programmes.

5. Colleges that do not now have formally designated Canadian studies programmes or subjects should investigate the possibility and the desirability of establishing such formal studies.

6. Universities should acquaint themselves more fully about curriculum development at the community colleges.

7. Community colleges and universities should explore more fully the possibilities of co-operating in projects of mutual interest, for example, in mobile programmes, in archival collections, in the production and use of audio-visual materials, in library acquisitions and in lecture series.

8. The Commission encourages community colleges to hold regular national, regional and local meetings to discuss and deal with common interests, including the promotion of Canadian studies. For example, it hopes that the Canadian Studies Conferences held at Banff and at Mont Orford will continue as annual events and will continue to be held in different parts of Canada with a view to encouraging interest in Canadian studies in areas of Canada where Canadian content at community colleges is now lacking.

9. The Ontario Institute for Studies in Education and the Association of Canadian Community Colleges should launch a joint study of the needs of the community college curricula for instructional materials in Canadian studies.

10. Award granting agencies should then seek out and support qualified scholars to help meet the needs for instructional materials in Canadian studies.

11. There should be some minimum representation of the community colleges in the membership of award-granting agencies of the Federal Government, such as the Canada Council, in order to help ensure that Canadian scholarship and publishing are responsive to the needs of the community colleges.

12. Interested qualified teachers at community colleges should be provided with opportunities to do research and to write, as part of their regular duties, in fields of direct relevance to the curricula of the colleges.

13. Publishers in Canada should examine ways in which they might be able to publish more materials of direct interest and relevance to community colleges.

14. A comprehsive study should be made of the state of Canadian studies at community colleges that would parallel the Commission's study of the state of Canadian studies at the universities. The Association of Canadian Community Colleges might be an appropriate body to commission such a study.

15. Provincial Governments should consider ways in which they could be of more assistance in developing the library holdings of community colleges.

16. The Commission commends the Association of Canadian Community Colleges on its endeavours to foster communication between those who are active and interested in Canadian studies at community colleges and to make more widely available information relating to Canadian studies at the colleges. It expresses the hope that funds can be found to continue and enlarge upon these endeavours.

17. National, provincial and local galleries and museums should consider ways in which their programmes could be made more helpful and more accessible to community colleges, keeping in mind that their needs are not always identical to those of universities.

18. Community colleges should explore the possibilities of collaborating with local galleries and museums to identify, to gather, to organize and to preserve cultural artifacts of direct relevance to the curricula of community colleges.

19. Colleges located in areas of Canada that do not have art galleries and museums should consider instituting a programme to collect Canadiana for both their own and the public's use. Governments and private donors should support such initiatives.

20. Plans should be begun for the development in the near future of one and perhaps two community colleges in the Canadian North.

FOOTNOTES

[1] Gordon Campbell, *Community Colleges in Canada*. (Toronto: McGraw-Hill Ryerson Press, 1971), p. 7.

[2] Statistics Canada, *Advance Statistics of Education 1973-74*, Information Canada, (Ottawa: August 1973), pp. 14-15.

[3] Ibid, Table 8, p. 31.

[4] Ibid, Table 2, p. 25.

[5] James E. Page, *Canadian Studies in the Community College* (Toronto: The Ontario Institute for Studies in Education, 1973).

[6] At most community colleges, a programme is a course of studies consisting of several subjects or disciplines. Thus, a programme or course on economics might consist of, say, five subjects, each dealing with a different aspect of this field.

[7] Quebec Department of Education, *Cahiers de l'Enseignement Collégial, 1974-75*. pp. 0-94 - 0.95.

[8] Ibid. There is no sequence to the levels.

[9] In this case, interdisciplinary means an examination of a topic from the perspective of several disciplines simultaneously; or, put another way, there is some blurring of disciplinary lines.

[10] A review of native studies in Canada, with recommendations, appears in a separate chapter of the Commission's *Report*.

Archives and Canadian Studies

Of all national assets archives are the most precious; they are the gift of one generation to another and the extent of our care of them marks the extent of our civilization.

Arthur G. Doughty,
The Canadian Archives and its Activities
Ottawa, 1924.

NO SINGLE SUBJECT, as Sir Arthur Doughty's words remind us, is of greater importance to the future of Canadian studies than the state of our country's archives. Such a statement may at first appear exaggerated, but a moment's reflection should convince anyone that it is the simple truth. Without the resources of our many archives, original research on the development of our society, institutions or culture would be impossible. In the same manner, the more comprehensive the nation's archival resources may become, the greater will be our opportunities for research into the nature of the Canadian historical experience. As the Commission has already pointed out, the achievement of self-knowledge depends upon a fearless examination of our individual and collective pasts. Consequently Canadian studies, in all fields, should display a certain historical bias. From this it will be clear that the future quality of Canadian studies is directly linked to the condition and resources of Canadian archives. It is not too much to say that Canadian archives are the foundation of Canadian studies.

Fortunately, the new generation of Canadian archivists and the leaders of our major national archival institutions are well aware of the important nature of their responsibilities, and they have embarked on a number of initiatives (to be discussed later in this chapter) that should begin to accord to archives their proper stature and role within the Canadian community and to co-ordinate their efforts within a regional and national plan. It is now time for the universities of Canada, and for the public at large, to recognize the significance of these efforts and the role that they have to play within them.

There are two fundamental and closely related tasks that will determine the future of Canadian archives. The first has to do with the development of public awareness, awareness of the importance of archival resources, of the location and potential development of these resources and of the skills required both to establish and to make full use of archival resources. The second concerns the development of a national and regional plan to co-ordinate archival activity, to serve as a framework for archival diffusion and to promote collections development in a rational manner throughout the country. In both of these essential areas of activity, the universities of Canada and the wider Canadian public have an indispensable role to play and important responsibilities to assume.

The Development of Canadian Archives

Archival institutions have existed in Canada for more than a century, and over the course of years they have done a remarkable job of gathering records relating to our past. Without systematic collection policies, without the support of an historical manuscript commission and without adequate financial assistance from any level of Government, they acquired military, land and Government records, and papers accumulated by individuals and historical, religious and business organizations on both sides of the Atlantic. Of necessity, archivists relied heavily upon private donations. While efforts were made to implement automatic procedures to transfer historical records from certain Government departments to the Archives, success was uneven in the various Provinces, although it was easier to develop systematic acquisitions policies for transferring Government records than for any other type of potential archival material. The most significant acquisitions of private and business records came from those individuals and firms who possessed some sense of their own historical importance. Collections were occasionally initiated on the basis of the personal interests of some archives personnel and were not always successfully pursued following their departure. Consequently, the holdings of many archival institutions are often haphazard, incomplete or composed of quite unrelated accumulations of documents.

Fortunately, professional archivists recognized from the start the potential scope of their work and adopted a broad interpretation of their role, as the following passage from the *First Report of the Bureau of Archives for the Province of Ontario* reveals:

> The documents appertaining to the history of a country are now classed among its most valuable possessions. But history has assumed a new meaning with the advance of civilization, and, today, the Records of Government, once the student's richest mine, share their importance with the ephemeral memorabilia which concern the life of the people. The historian's point of view has undergone a radical change. A knowledge of the social conditions of a nation is a first requisite to the study or writing of history; hence the high value now placed upon family papers, diaries, account books, etc., which contain the humble records of social and family life. The laws reflect the public needs, and in order to legislate wisely and intelligently, the social atmosphere and environment, the sequences in social development, must be known. Hence also the importance of documentary history in which a traveller's journal may rank with a political despatch; and the reason why papers from private sources, municipal, educational, and ecclesiastical reports and documents on the one hand, and State papers on the other, are given a place among public archives. The one is the raw material for the general historian, the other for the history of public affairs. Legislation is the expression in legal form of the hopes, ambitions and necessities of a people. The public archives should furnish material to show how political and social exigencies influence the laws and how, in turn, the laws affect the common weal.[1]

However, in spite of this open attitude to collections development, which is not uncommon today, most collections, even in an archives' area of specialization, are incomplete. This is certainly not surprising. Documents survive by chance, having somehow escaped wastebaskets, rats, moisture, disintegration and house-cleaning. Many people believe either that, on the one hand, their papers or those of individuals in their family have no value, or that, on the other, their papers may be too sensitive to leave for the eyes of posterity. In either case, papers are committed to the garbage or the furnace.

The Commission welcomes all efforts that will reduce uninformed destruction of documents and allow archivists and researchers to decide what is most worth retaining in the papers they acquire. This goal could best be achieved by promoting a higher level of public awareness about the functions of archival institutions and the contribution that any set of papers may make to future research and understanding – even when their value is not immediately evident. The papers may be useful because they complement other documents or because of the questions they may raise or help to answer. This is particularly true today when archives are used by a variety of researchers with different interests and methods.

The Commission recommends that the Archives of Canada undertake a programme to promote public awareness of the potential value of private papers and other archival material, and that the universities of Canada co-operate in this programme in various appropriate ways, some of which will be discussed more fully in the following sections of this chapter.

The Commission is pleased to be able to recognize the enterprising spirit of the current generations of Canadian archivists, who are more determined than ever to reduce the role of chance in the acquisition of archival materials by employing more systematic methods of collection and by informing potential donors about their facilities, interests and requirements. The Systematic National Acquisitions Programme of the Public Archives of Canada and the work of the new Yukon Territorial Archives offer two examples that illustrate the success of this approach. In 1967 the Public

Archives began its programme to bring order, continuity and a greater measure of completeness to its collections. The recently developed Yukon Territorial Archives is working actively to determine the location of materials to supplement its collection and to obtain papers, photographs and slides, newspapers, government and institutional records, and maps from local sources and from other collections in Canada and the United States.

One of the primary tasks that must precede systematic collections development is the location of such material as may be available for collection. A great deal of material of potential interest to Canadian studies is presently preserved in the hands of private individuals and institutions as well as in the collections of federal and provincial archives, universities, libraries and historical societies. The *Union List of Manuscripts in Canadian Repositories*, published by the Public Archives of Canada in 1968, has done a great deal to guide researchers in Canadian studies to material preserved in archival institutions and major libraries. But it falls short of providing guidance as to the location of essential resources in other places. Consequently, there is an urgent need for a comprehensive national guide to all known archival resources in Canada. The Commission therefore recommends that the preparation of a national guide should be immediately undertaken under the leadership of the Public Archives of Canada in co-operation with other federal, provincial and private archives. The Commission recommends, further, that adequate funds to support this important project be made available by the Federal and Provincial Governments.

The Commission believes that universities and university archives have an important role to play in the preparation of such a national guide to archival resources by helping to locate and describe the potential resources of their respective regions. Some universities, such as Memorial University, Université de Moncton, Queen's University and the University of Western Ontario, have already demonstrated considerable interest in locating and developing the archival resources of their region. At the Université du Québec à Chicoutimi, in particular, a group of professors and students have undertaken to locate and describe all the archives of their region. The Commission recommends that all Canadian universities give consideration to the adoption of similar projects appropriate to their character and regional location and that they participate in this way in the preparation of a comprehensive national guide to archival resources.

However, even if all archival material of interest to Canadian studies were to be located and briefly described in the manner proposed above, proper repositories would be required to provide for its acquisition, preservation, cataloguing and consultation; and these repositories should be equipped with suitable buildings, conservation conditions, trained staff for acquisition and cataloguing and facilities for consultation. Such repositories do not exist in sufficient numbers at the present time. Moreover, where they do exist, a certain measure of rivalry has been allowed to develop between institutions, and such competition has occasionally produced unfortunate results. Competition between archivists for similar material serves neither the public interest nor the interests of the archivists themselves, particularly if it tends to drive prices to excessive levels.

The questions of competitive practices and the co-ordination of acquisitions are receiving considerable attention from the archival community, for the Commission noted frequent references to these issues in many of the briefs submitted to it on the subject of archives. For example, the brief from the Archival Association of the Atlantic Provinces (formerly the Association of Eastern Provincial Archivists) commented upon the need 'to rationalize and develop the archival resources of Atlantic Canada'.

Several proposals have been put forward to facilitate planning and rationalization in the acquisitions field with the objective of maximizing the advantages of more active acquisition programmes and of minimizing the costs of competition for individual institutions and the Canadian archival system as a whole. One commentator has suggested that a registry of archival programmes might be established following the creation of a clearing-house for information on the territorial and thematic jurisdiction of existing programmes. To avoid arbitrary judgements concerning the limits of programmes, a 'court' of arbitration might be formed to deal with conflicting claims, although its exact composition and terms of reference have not been spelled out.

Certain archival collections such as those relating to urban development will have very distinct regional significance; others, such as the papers of religious organizations with widespread membership will be of local, regional or national interest depending on the research perspective. Ethnic group archives, which are developing rapidly in Canada, are also important from many different perspectives. The Commission was pleased to observe, therefore, that although major efforts are being expended to create a National Ethnic Archives in Ottawa, microfilm copies of related records such as the files of the Immigration Branch are being distributed to provincial depositories, and plans are being made to exhibit documents in Ottawa and elsewhere.

For these and many other reasons the Commission does not believe that the solution to the development and rationalization of Canadian archival resources lies exclusively in the enlargement of federal and provincial archives, desirable as such enlargement may be in its own right. The Commission believes instead that the answer should be sought in the creation of a national network of regional archives, well equipped and properly staffed, which would work in close liaison with provincial and federal archives and in collaboration with universities, historical societies, school boards and other appropriate institutions and authorities.

To avoid rivalries, duplication of effort and unnecessary expense, the archives of a given region should probably be concentrated in the proposed regional archive. The network of regional archives could be used for the loan between archival institutions of documents either in their original form or in the form of microfilms and other copies, from federal, provincial and other regional archives. As a result of the constant improvement of systems of communications and of copying, the final location of the originals will become less and less important, but regional archives will remain essential for searches, for the acquisition of documents and for consultation, diffusion and utilization.

The proposed national network of federal, provincial and regional archives would help to solve a number of the problems to which reference has already been made. It would prevent competition for the acquisition of documents, particularly private papers. It would ensure that material acquired is not only properly preserved, but arranged, catalogued and made easily accessible to researchers, not merely accumulated in vaults or reserved for the use of only a few privileged students. It would also help to ensure that the widest possible selection of documents will be preserved and that no potentially useful collection of papers may be destroyed because they do not appear to be of sufficient national or provincial or academic interest.

As in the case of the promotion of public awareness and in the preparation of the national guide to archival resources, the Commission believes that the universities have a potentially important role to play in the formation of a national network of regional archives. The regional archives should be located in large towns, which are a centre of activity within a given region, and usually in towns with a university, because university staff and students would be among the prime users of archival material. In fact, the Commission believes that, in many cases, the regional archive could and should be located within the local university and be administered by it, although its doors should be open to all serious researchers, including members of the general public. The Commission believes that there are many benefits to be gained from such an arrangement, including closer ties between the university and its regional community and better communication and co-operation between academic researchers and professional archivists. Obviously, there are many cases where such a role will not be an appropriate one for a particular university. But there may be just as many cases where it would be appropriate, as a number of universities, including those already mentioned above, have shown by their imaginative and commendable efforts to collect and preserve the archival resources of their region. The Commission recommends that every university give careful consideration to the possibility of undertaking such a role in the proposed national network of regional archives and that in all cases close ties should be established between the university and the regional archive.

Archives and the University

The Commission believes that the universities have an important role to play in the development of the Canadian archival system. Three specific areas in which the universities can and should be of assistance to archival work have already been noted: the development of public awareness of the importance of archives and of the value of potential archival material; the preparation of a comprehensive national guide to archival resources; and with the proposed national network of regional archives, some of which should be located within the universities themselves.

Naturally the kind of role that the Commission proposes for the universities raises questions about the universities' attitudes to archives in general and to their own in particular. The Commission's inquiries indicated that many universities have no firm policies regarding either archival development or even the management of their own records. In fact, only a few Canadian universities have given any orderly consideration to this subject at all. And it is clear that many university archives lack the necessary financial resources to carry out adequate programmes.

The Commission believes that the universities should begin by putting their own houses in order and that there are minimum archival services that every university should immediately assume. These relate to the records of the university itself and to those of members of its staff. In some universities archives play an active role in records management for administrative purposes; but in all cases university archives should assume responsibility for housing records documenting the policies and history of the university. These will include: administrative records of presidents, vice-presidents, deans, registrars and other officials; the minutes of Senate, of the Board and of other councils and committees of the university, including student and faculty associations; and the publications of the university. University archives should also ensure the maintenance and care of audio-visual records of university functions, including taped material, film and photographs, either independently or in concert with university media centres. This is an important service deserving continued budgetary support to provide qualified staff, adequate physical storage facilities and appropriate security arrangements. In addition to the general interest that such university collections may have, they are an essential source of support and information for the study of Canadian higher education.

The Commission would go further to stress the need for universities and related institutions such as art galleries, museums and research institutes to develop archives to keep permanent records of their resident scholars' basic data, much of which never appears in manuscript or publication form, although it could be of considerable value to future students and researchers. Universities would, therefore, be well advised to make arrangements with faculty members for the safekeeping of research findings that might contribute toward the further study and understanding of their particular fields of interest. Initiatives of this sort would complement some recently established granting policies that encourage scholars to make copies of their research data available for subsequent use by others as a condition of financial support.

However, the Commission does not believe that the universities' archival role should stop here. Archival material in many forms is central to the research and teaching functions of the universities, and an archival acquisition policy for certain original documents and microform copies of other appropriate materials should be recognized as an integral part of a university's academic development policy. Archival use in universities is most commonly associated with graduate study and faculty research. Nevertheless, the Commission was pleased to note that a growing number of university courses at the undergraduate level encourage students to make direct use of archival materials: These are, in fact, essential sources for several new aspects of Canadian studies in the curriculum to which scholarly attention has only recently turned.

By acquiring and making available to local users archival material in microform from the major national and provincial archives through the proposed network of regional archives, the universities will be able to support a markedly wider variety of teaching and research and, at the same time, they will assist in the process of archival diffusion within their particular regions.

But the Commission does not believe that the universities' role in archival development should stop here either. There are good reasons why universities should collect, process and maintain collections of original material, in particular material that is of local and regional significance or that is associated with fields of special interest to the university or to certain of its faculty. As noted, a number of Canadian universities have already shown what can be accomplished in this area. The Université de Moncton has developed a strong collection of rare books and papers concerning the Acadians of the region. Memorial University of Newfoundland's regional folklore archives and the collection of the Maritime History Group offer examples of similar praiseworthy initiatives. In Ontario Queen's University and the University of Western Ontario have developed substantial and immensely valuable collections of papers and records relating to the history of their regions. And in Quebec the Commission has already singled out for commendation the work of the group at the Université du Québec à Chicoutimi, which has undertaken to survey and catalogue the archival resources of the region. The Commission believes that these imaginative and valuable programmes point in the direction that other universities should follow.

The Commission's vision of the universities' role within the national network of regional archives gives to them a pivotal role in the national system. On the one hand, they would be the local agent in the diffusion programme of the archival system and of the major national institutions, making their resources available to scholars, students and the public within the local community. And, on the other hand, the university should provide leadership toward the development of the archival resources of its own region and should serve, in some cases, as the regional archive and as the channel through which the resources of the region may be made available in microform to users throughout the wider national archival system. This is yet another of the important ways in which the universities can and should assist their own immediate communities to achieve the self-knowledge that, as this *Report* has urged throughout, is essential for health and growth in the lives of both individuals and societies.

Obviously, if the universities are to assume the important responsibilities that the Commission proposes, they are going to require adequate financial support. During the course of its work, the Commission has observed the reactions of some universities to the budgetary implications of declining or stabilized enrolments. In at least one institution serious consideration is being given to cutbacks in spending for staff, accommodation, and services in the university archives. If financial pressures increase and specifically designated funds are not forthcoming, other universities may be tempted to make budget cuts in the area of archives and will certainly not be tempted to initiate archival programmes where they do not already exist. Therefore, the Commission strongly recommends to Federal and Provincial Governments that archives be considered an essential element of a university's academic development and of its role as a public institution, and that adequate funding be provided specifically for this important facet of the university's work.

Another important contribution that the university system can and should make to the development of Canadian archives is perhaps more closely allied to the university's traditional teaching role: the training of professional archivists and conservators. If the proposed network of regional archives is to be established, it will be necessary to staff them with competent professionals. This will put an added strain upon the supply of professional conservators and archivists. Adequate training facilities for archivists do not presently exist, and the Commission urges Canadian universities to give consideration to their potential role in the training of Canadian archivists and to archival education in general.

The continuing development of the Canadian archives system cannot be separated from consideration of the changing requirements for staff training in the field of archival services. The expanded and diversified operation of archives in Canada has brought about new challenges for archivists and those associated with them. Today's archivist must be familiar with a greater variety of procedures and techniques than his or her predecessors and must be able to respond to a broader range of demands from the research community. Moreover, the bulk of present holdings, coupled with the inferiority of most modern paper, has forced archivists to adopt safer and generally more complex methods of storage, while keeping storage costs below the normal office expense level. The increasing number of archivists has opened opportunities for the development of professional associations that allow archivists to exchange information on the latest innovations and techniques. The ad hoc archivists get-togethers of the past have been replaced by strong professional associations and by regional workshops on matters of common interest. These and other factors have stimulated more thorough approaches to archival training. The old apprentice system has been abandoned in favour of more formal educational opportunities. Archival journals and newsletters are now more frequent and more useful. College and university level courses have recently been offered, and more are projected. Seminars, involving researchers as well as archivists, are likely to become available on a regular basis. All of these activities indicate that the archival profession is adapting well; the clerk custodian has been replaced by a trained and sophisticated expert.

In the past few years archivists have devoted considerable attention to the training and qualifications of those entering the profession. In recent summers a short course on Archives Principles and Administration has been offered by Carleton University and subsequently by the Public Archives of Canada in association with the Archives Section of the Canadian Historical Association. Specialists representing various elements of the Canadian archival community have led discussions on basic archival techniques and on the archival problems peculiar to this country. Consideration is also given to the increasingly complex issues associated with the use of computers in archives work. Students emphasize either the field of archives or records management. Other courses to provide training for a few students each year have been available at the following universities: Alberta, New Brunswick, McGill, Queen's and Laval. Although these programmes have helped to meet basic needs for trained archival personnel in most of Canada's major repositories, some collections remain in the care of staff whose formal qualifications (nothwithstanding their admirable enthusiasm and dedication) are non-existent.

Archivists generally agree on the need for three principal types of archives training: first, the existing summer programme that combines study of elementary archival theory with the practical techniques of archival arrangement and storage; second, short courses, seminars and workshops on specialized problems of information retrieval; third, graduate level training opportunities in archives administration. This last-named need could be met in the first instance by a single post-graduate course to be included in a more broadly based MA programme. Such a course would need the support of a wide range of experienced archivists and academics. Moreover, it should include study of such subjects as the history and principles of archives administration in Europe, Canada and the United States; comparative administrative history; the archival administration of emerging nations, records management and the archivist; manuscripts; special collections; and acquisition procedures and evaluation techniques. Practical instruction and in-service training experience at several types of archival institutions might also be incorporated into such a programme.

The Commission recommends that the university system, in co-operation and consultation with leading Canadian archivists and archival institutions, take immediate steps to ensure the rapid establishment of graduate programmes to train professional archivists in both our official languages. The minimum requirement is for two separate programmes to be established, one at a major university of each language; or for one programme to be established at a major bilingual university.

The Commission also recommends that the university system explore the needs of Canadian archives and other institutions for trained professional conservators and take steps to meet these needs.

In addition to the training of more professional archivists, efforts to provide archives with better qualified patrons would also contribute to the more effective use of archival resources for Canadian studies. Neither professors nor students always have sufficient knowledge of research methods and detailed finding aids to make the best use of visits to archives. The Commission, therefore, recommends that Canadian universities offer graduate students, and perhaps senior undergraduates, in any discipline, a credit or non-credit course in archival procedures and methods. The Commission has in mind a course along the lines of the Université de Montréal's history course on Archives publiques et privées relatives à l'histoire du Canada français, or a similar course offered at Université Laval.

The Commission also recommends that Canadian universities take fuller advantage of opportunities to have archivists on campus as visiting lecturers or advisors in Canadian studies.

The Public Archives of Canada

The keystone of the Canadian archival system is the Public Archives of Canada. For over one hundred years the Public Archives has played a dual role as an essential arm of Government and as an important research institution. In the former role it is charged with management of Federal Government records and with the responsibility for ensuring that the federal administration is fully documented for the formulation of public policy. In the latter role it is responsible for acquiring from any source all significant documents relating to the development of the country and of value to Canada, and for providing suitable research services and facilities to make this material available to the public. As a result of its conscientious fulfilment of these two roles, the Public Archives of Canada has acquired a wealth of documentation on every aspect of Canadian life, on political, economic, scientific, social and cultural affairs. It has become the indispensable source for research on Canada.

However, as it enters its second century, the Public Archives is challenged by new circumstances and opportunities. In order to continue to fulfil its proper role in Canadian cultural and public life it will require new resources and an increased scope of activity. The Commission would like to take this opportunity to draw the attention of the Canadian public in general, and of public officials in particular, to the needs and opportunities by which this important Canadian institution is now confronted.

The first and pressing need is for a new legislative framework and mandate. The Public Archives of Canada still operates within the terms of the legislation of 1912, which established it as a separate department under its present name. The provisions of the act of 1912 are no longer adequate for the enlarged responsibilities that the Public Archives must now assume. The mandate of the Public Archives must now enable and encourage it to conduct or sponser research studies in the archival field and to undertake projects to ensure better and wider utilization of archival resources and greater cultural benefit for certain areas of society, including cultural minorities, underprivileged sections of the population and the schools. The Public Archives must also be encouraged to share with other institutions its knowledge and experience in the fields of conservation and restoration, microrecording, automation, the management of records and the administration of both historical and administrative archives. Therefore, the Commission recommends to the Federal Government that it immediately undertake, in close consultation with the Dominion Archivist and other officials of the Public Archives, to draft a new legislative mandate to replace the act of 1912, and that such legislation should be presented to Parliament at the earliest opportunity.

A second need is for adequate physical facilities for the Public Archives. At present it is housed in the building of the National Library, but it is clear that space available in the building will not long suffice to house both these important national institutions. The Commission recommends that planning now go forward for the expanded physical capacity that will be required. However, the Commission wishes to point out, both to the Federal Government and to the Public Archives and National Library, that the present arrangement has certain advantages for researchers that should not be entirely lost when new space is provided. The co-existence of the public areas, reading rooms and research facilities of the Public Archives and the National Library has greatly assisted researchers, who have been able to exploit the resources of both institutions virtually simultaneously, thus providing for substantial economies of time and energy. The Commission hopes that the advantages of the present arrangement will be preserved as much as possible under future arrangements. The Commission therefore recommends that responsible officials seriously explore the possibility that the new space to be provided might house storage and administrative space for one or both institutions, while the public rooms and research facilities could be retained under one roof. It is obvious that such an arrangement would require that the new space be located immediately adjacent to the present building. But this requirement must be met in any case, even if the new building is to house the Public Archives alone. The two institutions must not be too far apart physically, or it will cause undue inconvenience to researchers and to the public. Therefore, the Commission recommends that the new building be located immediately adjacent to the present National Library building.

Diffusion Programmes

The Public Archives has recently initiated an ambitious and highly commendable diffusion programme that is an extension of its earlier services relating to publications, exhibitions and inter-library loans. The new programme will include a greater number of publications of documents, several travelling exhibitions, the sale of copies and facsimiles, microfilms, microfiches, slides, and the like. The most novel approach and, from the point of view of researchers, the most important initiative will be the deposit in the ten provincial archives of microfilm copies of the Public Archives most important holdings, such as the papers of the Prime Ministers of Canada and other material in great demand by researchers, including documents of regional significance.

It is obvious that the diffusion programme undertaken by the Public Archives is of immense value to researchers and an important first step toward the establishment of the national network of regional archives proposed in this *Report*. The Commission wishes to commend the Public Archives for its diffusion programme and recommends that the programme be continued and expanded. It understands that a lack of funds has prevented the appointment of two liaison officers to the staff of the Public Archives, whose duties would include assistance in the organization and description of holdings of small institutions and liaison with universities and research centres. The Commission regards these appointments as vital to the development of a national archival network and recommends to the Federal Government that adequate funds be made available to the Public Archives to permit the appointment of liaison officers.

Other initiatives of the Public Archives, which are important for the same purpose, include the *Union List of Manuscripts in Canadian Repositories*, first published in 1968, and the *National Union Catalogue of Maps* in Canada, now in preparation. The Commission commends the Public Archives for both projects and recommends to the Federal Government that adequate funds be made available to complete the latter project as soon as possible and to prepare revised editions of both works at regular intervals, perhaps every four years.

Mention has been made above of the papers of Canada's Prime Ministers and the Commission wishes to draw attention to the importance for Canadian studies of the arrangements made for these papers and for those of other prominent public officials. Canada has been fortunate that the papers of a great many of her leading public servants, including all but two of her former Prime Ministers, have been deposited in the Public Archives of Canada where, after a suitable lapse of time, they have been made accessible to scholars and researchers. In the United States, by contrast, the tradition has been to regard Presidential papers and the papers of other senior political figures more in the light of personal or private property, and as a result, they have been scattered throughout the country. In recent years the American example in this matter, as in so many others, seems to have exerted an influence on Canadian practice, and a number of men and women prominent in public life have indicated a wish to make some personal disposition of their papers, rather than entrusting them to the Public Archives. The Commission would regret the adoption in Canada of this American practice in the field of public records and official papers. It believes that, in general, records prepared at public expense and in the course of the performance of public duties are and should be public property. Moreover, the Commission notes the practical considerations that argue in favour of the location of the papers of prominent national leaders in one repository, including the enormous assistance that such an arrangement provides to scholars and, through them, to the Canadian public and to its understanding of Canadian history and public affairs. Similarly, at the provincial level, it is in the public interest and it makes good sense for the papers of leading public servants to be entrusted to the official archives of the Province.

Therefore, the Commission recommends that appropriate federal and provincial parliamentary committees study the question of the disposition and preservation of records, documents and papers related to the public service of men and women prominent in Governmental affairs, and recommend procedures and guidelines that might apply in such matters.

National Film Archives

Another important but still fragile initiative of the Public Archives of Canada is the National Film Archives. An ad hoc constituent division of the Public Archives, the National Film Archives was established in 1972 after a three-year acquisition and conservation programme of the Public Archives had begun to make up for some seventy years of Canadian neglect. As early as 1932, F.C. Badgley, Director of the Canadian Government Motion Picture Bureau (predecessor of the National Film Board) noted that 'there is no organization or institution, Governmental or otherwise, in this country specifically charged with, or undertaking the collection of historical films, nor has there, to my knowledge ever been any direct effort in this direction.' Despite the efforts of the National Film Board (which acted as an unofficial repository for films on nitrate stock until 1967, although never funded to do so) and of the private Canadian Film Institute, this observation remained true until the beginning of the Public Archives' acquisition programme in 1969, by which date more than half the film documents produced in Canada between 1898 and 1951 were believed lost. It has been estimated that of some sixty-seven Canadian feature films known to have been produced before 1939, only seven have survived in any form.

Obviously, a nation with a serious desire for self-knowledge cannot allow such destructive negligence of its non-print documents to continue and the Public Archives is to be commended for its programme of acquisition and preservation of Canadian films. However, the National Film Archives operates at a disadvantage when it exists on only an ad hoc basis. The Commission therefore recommends to the Federal Government that the National Film Archives be established on a permanent basis, as a division of the Public Archives of Canada, and that it be formally granted exclusive authority under the Dominion Archivist for the selection, acquisition and conservation of film and television resources of enduring historical, cultural or social value to Canada, with authority to document and diffuse these resources for scholarly and cultural purposes. In addition, the National Film Archives should become the ultimate archival repository for materials produced by the National Film Board and the Canadian Broadcasting Corporation, as well as for materials produced in the private sector. The Commission has received numerous briefs and submissions from university and college teachers emphasizing the importance of making tapes of television broadcasts available for classroom use, as well as in research, and it regards the development of policies for the selection and preservation of broadcast materials as an urgent priority. In its opinion, the National Film Archives should not only become the repository for the immense quantity of film and videotape now held by the CBC but should also monitor and videotape current broadcasts through direct network feed, selecting those that it deems of value for permanent preservation.

At present the National Library Act requires all Canadian book publishers to deposit two copies of every Canadian book with the National Library, but no such regulations govern the deposit of non-print materials. The Commission believes that it is high time similar deposit requirements were extended to cover the film as well as the book-publishing industry, precedents for which can be found in a number of countries. Therefore, the Commission recommends to the Federal Government that either the Public Archives Act or the Copyright Act be amended to require the deposit with the National Film Archives of at least one copy of every Canadian film, either produced or distributed in Canada.

One of the most pressing matters requiring immediate action in the field of film conservation concerns the chemical composition of most early Canadian film. Before 1951, all 35 mm film was printed on a cellulose nitrate base, the chemical composition of which is extremely volatile. Consequently, this film must be stored under special conditions in order to slow down the inevitable process of deterioration. The Public Archives of Canada has recently acquired special vaults in which to store nitrate film and has also made efforts to reprint some of the nitrate onto acetate or safety stock. However, much unique Canadian material still exists solely on the unstable nitrate base, none of which will be safe until it has been transferred to another medium. As this is an expensive process, and in view of the urgency surrounding the preservation of film resources, the Commission recommends to the Federal Government that sufficient funds be made immediately available to the National Film Archives for the acquisition and preservation of those film documents in the greatest danger of being destroyed or damaged, in particular the 35 mm film existing only on cellulose nitrate base.

Activity Abroad

Another significant feature of the Public Archives of Canada's contribution to our national self-knowledge has been its long-standing programme of recovering or making copies of records in France, England and other countries relating to Canada, often through the efforts of its branches in Paris and London. The Commission wishes to commend the Public Archives for its invaluable achievements in this area. It believes that significant new opportunities still exist in this field and that the scope of the archival recovery programme in Britain, France and other countries might now be profitably expanded to include business records, family papers, church documents, local newspapers and similar materials. This subject is discussed more fully in the chapter of the Commission's *Report* devoted to Canadian studies abroad, where it is recommended that substantially increased financial resources should be made available to the Public Archives to enable it to broaden and accelerate its excellent work in this field.

Some Selected Special Topics

Business Records and Archives

Scholars have yet to investigate extensively the field of Canadian business history. Though some significant studies have been published and others are in progress, many opportunities for business history research remain open. In addition, scholars from other disciplines, notably sociology and economics, are making greater use of the papers and records of Canadian business institutions in their own research. However, liberal access to the historic records of Canadian businesses is a prerequisite; the Commission heard from a range of sources, including historians, economists, sociologists, scientists and archivists, that real difficulties are still encountered in acquiring access to business records for research purposes. The records of banks and of crown corporations were frequently cited in this regard.

Difficulties have been ascribed to a number of causes: a persistent failure to appreciate the research significance of business records and company papers; the concern of existing businesses for confidentiality and discretion regarding access to certain materials and their desire that research have only a positive public relations value; the cost and scarcity of the space and staff required for storage, analysis and management of voluminous records, the large proportion of which is either routine or duplicate; and the international character of businesses operating in Canada that often results in a wide dispersal of relevant materials, for example, from a subsidiary in Canada to its parent in another country.

Over the course of years most archival institutions (including many universities) have acquired the records of firms or businessmen as part of their normal acquisitions programme. However, the processing of business records generally amounted to little more than storage and no systematic approach to the collection of business records was ever adopted. Existing business collections are certainly not comprehensive and, as one observer has noted, 'as a consequence of neglect, much of the documentation for the early economic history of our country has disappeared and can never be replaced'.

Although a few companies such as Eaton's, Molson's Breweries, the Canadian Pacific Railway, Bell Canada and the Hudson's Bay Company have established company archives for more orderly records keeping, many others have been reluctant to incur the additional costs of such undertakings. In other instances, business firms have simply not been well enough advised on procedures for creating company archives or have not been fully aware of the value of their records to contemporary research. Many more records might have been obtained from businesses ceasing operating or merging with other firms if a watchful eye had been kept on these occurrences.

Business records have research value far beyond their obvious significance in the story of any particular company. They may, for example, provide essential information relating to urban development, international trade, national economic trends, including investment patterns and wages, labour relations and changing consumer preferences. On the other hand, business records are not the only source of research material for business studies. The records of labour organizations, local Governments and Chambers of Commerce will have much to say about the operation of businesses in Canada.

Business and related organizations should be encouraged to preserve, arrange and ensure access to their historical records whenever this is appropriate. The Commission believes that there are substantial opportunities for increased co-operation between businesses and public archives that should help to achieve this result. There is some evidence that serious investigation of such opportunities is being undertaken. The proposed Canadian Business Studies Council, recommended at the 1973 annual meeting of the Canadian Historical Association, was intended to prepare a central listing of all business archives now available for research. In subsequent discussion, it was suggested that information on what is being done elsewhere might be very useful to historians and to archivists who have occasion to approach business executives in regard to specific records.

The Commission recommends that business corporations and organizations develop sound records management and archival programmes to be administered either internally or through the facilities of an established archival institution. The Business Records Committee of the Public Archives of Canada has already offered a number of services to any company contemplating an archives programme. As outlined in the Archives Association Bulletin, May 1974, these services include:

- sending an officer of the Archives to advise the company regarding types of information that are useful to historians;
- reviewing the company's records schedule to ensure that historically valuable records are designated for permanent retention;
- advising the company on equipment and preservation techniques;
- training a corporate archivist who might be appointed by the company, such training to be given by inviting the appointee to come to Ottawa to observe methods of archives operation;
- enrolling the corporate archivist in the archives course offered to archivists who have at least one year's full-time experience in their job.

The Commission recommends that Canadian businesses avail themselves of services of this nature.

The Commission is concerned that a potential threat to the adequate documentation of Canadian business life and history is presented by the activity of international business corporations in Canada. If companies based in foreign countries were to decide to repatriate to their country of origin documents and records relating to the activities of branches or subsidiaries operating in Canada, an important source of information on Canadian business would be lost. For that reason the Commission believes that it is time for informed study of this matter. It recommends to the Federal Government that a parliamentary committee or other appropriate committee of inquiry be asked to study problems relating to the disposition of business records and papers and to propose appropriate legislative controls upon the export of such documents. It may be that the committee might also wish to consider the application of such controls to other international organizations operating in Canada, including labour unions, charitable and cultural associations, and the like.

Native Studies and Archives

Elsewhere in this *Report*, the Commission discusses the importance that it attaches to the development of native studies within the overall context of Canadian studies. Obviously, the full development of native studies will depend upon the scope and wealth of historical resources upon which scholars in the field of native studies will be able to draw. And the richness of native historical resources will depend, in turn, in large part upon the resources and contribution of Canadian archives.

Already the current interest in land claims research has greatly stimulated the use of native sources within Canadian archival repositories. And certain initiatives have shown that the archival community can and will respond to the growing need to provide adequate resources for native studies. The Commission notes with interest the recent acquisition by the Public Archives of Canada of a substantial body of records from the Department of Indian Affairs and its predecessors. It was also pleased to observe that the fourteenth annual Canadian Conference on Historical Resources, held in Regina in October 1974, was substantially devoted to the theme 'The Canadian Indian and Historical Resources'.

The Commission wishes to emphasize the importance of archives to native studies, to the definition of native rights and to the development of public policy relating to the native peoples. It wishes to draw attention to the need for a systematic approach to the development of archival resources for native studies, to the need for adequate consultation and the co-ordination between the various groups, agencies and authorities concerned with native studies and archives, and, above all, to the necessity for the involvement of the native peoples themselves in the planning process.

For this purpose, the Commission recommends the formation of a Committee on the Development of Native Archival Resources with representatives from the archival, academic and native communities as well as from appropriate Government agencies and private bodies. The task of the committee should be to survey the present state of Canadian archival resources for native studies, to assess future needs, and to develop proposals and procedures for the future development of native archives. Such a committee could perhaps be formed under the aegis of the new Society of Canadian Archivists in full co-operation with the groups mentioned above.

Newspapers

Archivists and librarians have long recognized that no primary sources are more complete than newspapers, and they have encouraged systematic microfilming of them, chiefly through the sponsorship and leadership of the Canadian Library Association. Newspapers and periodicals remain invaluable sources for understanding communities and special interest groups, and the work of microfilming new runs of more local papers or publications of additional groups will continue to be rewarding. This is especially true in light of new research directions that emphasize that the basis of community and identity in Canada must be examined at the local as well as at the national and regional levels. Besides allowing wider use of newspapers, microfilming ensures the survival of materials that might disintegrate over time. The Commission wishes to commend the Canadian Library Association for its micropublication programme, especially in newspapers and Government documents. It also wishes to commend the Donner Canadian Foundation for its support of the systematic microfilming of Canadian periodicals.

The Commission wishes to draw attention to the need for appropriate indexes and finding aids in order to make Canadian newspapers a more useful primary source for scholarly research. At present there exists only one newspaper index in Canada, an index of *Le Devoir* (and of the editorial pages of other selected French-language newspapers) prepared at Université Laval. The Commission welcomes and commends this initiative but deplores the lack of such an index for any English-language newspaper, a lack that is a serious handicap to research on contemporary affairs and issues as well as to future historical work. The Commission urges upon the newspapers themselves, upon the funding agencies and upon the university community the need to provide researchers with an index to at least one leading English-language daily paper in each region of the country. It recommends to the Canada Council and the Social Science Research Council that they explore the possibility of providing adequate funds to support the preparation of a comprehensive index for at least one leading English-language daily newspaper in each region of Canada, and that similar funds be made available to support the existing French-language index.

Copyright

The restrictions and the uncertainties of the copyright laws in relation to unpublished documents represent a serious potential handicap to scholarly research in Canadian studies. Until now such repositories as the Public Archives of Canada have adopted a liberal policy of making available to researchers copies of all their material for research only, unless specific restrictions are placed by either Governmental or private donors, and this practice is authorized in France, England and Italy. But the responsibility still remains with the researcher to obtain proper clearance if he or she wants to quote from these documents or otherwise make use of them.

Since it is essential for scholars to have the widest possible freedom to use and quote from documents and archival material in general, the Commission recommends to the Federal Government, and to the Minister of Consumer and Corporate Affairs in particular, that in the current revision of copyright legislation special consideration be given to the status of archival material and that the new Act permit the most liberal use of unpublished documents for non-commercial purposes.

The Organization of Archivists in Canada

During the past several years, Canadian archivists have undertaken studies of their organizational and administrative needs and objectives at both the regional and the national levels.

Regional associations in Quebec, the Maritimes and Western Canada are making significant contributions to the development of archival services through communication among their membership and continuing assessment of programmes and needs. For example, the Archival Association of the Atlantic Provinces included the following in the list of factors that encouraged its formation:

> a. Increasing pressure on the part of the public – universities, schools, historical societies and individuals – upon such archival resources as presently exist in an accessible form;
>
> b. a rapid increase in the number of purely amateur bodies in the region that were establishing local museums and archival collections;
>
> c. a growth of administrative sophistication on the part of municipal and other institutuions, which is in turn leading to a much greater awareness of the need to keep their own working records in good order and in retrievable form;
>
> d. a general interest in the history of the region, which has arisen as a result of work being done in universities here, which in turn has led to the education of large numbers of students in the affairs of Atlantic Canada;
>
> e. the attention being paid by Provincial Governments, either for increased information retrieval efficiency or for educational or economic (e.g. tourism) purposes;
>
> f. the new and important uses to which archives are being put by social, medical and other scientists.

Many of the long-term needs anticipated by the Archival Association of the Atlantic Provinces and other regional associations are among the issues discussed in this chapter.

At a national level, too, attention has been given to organizational arrangements in the archives field. The Archives Section of the Canadian Historical Association established a Committee of the Future to consider several major issues relating to the development of archival associations, including the possible formation of an association of Canadian archivists and the relations between archivists and researchers from various disciplines. In the April 1972 edition of the Archives Section *Bulletin* Ian Wilson, then Chairman of the Archives Section, related these two issues in his editorial, 'A Society of Canadian Archivists?'.

> Debate has centred on a number of problems. Would we lose more members than we would gain by separating? Is an association of a few hundred members scattered across Canada a viable entity? Are we in fact hindered in our work by our tie with the Canadian Historical Association? Some of these questions deal with intangibles; intangibles which include a growing sense of professional identity, and an assessment of the degree of enthusiasm

> and loyalty which a separate association might engender in all Canadian archivists be they working in the field of historical manuscripts, records management, or in cartographic, pictorial, or sound archives.

The Committee of the Future investigated the desirability and feasibility of forming a national society of archivists and record keepers and encouraged active debate on this topic not only among the membership of the Archives Section, but also throughout a larger community of interest identified through consultation with regional associations. Recommendations formulated by the Committee of the Future as a result of its research were adopted at the annual general meeting of the Archives Section, 7 June 1974. The recommendations call for the formation of an independent society of Canadian Archivists on or about 1 July 1975, and provide for planning procedures during the intervening period. The Commission warmly welcomes this decision and wishes to encourage widespread support for the new association. However, it is anxious to see steps taken to ensure that the valuable associations that have developed between archivists and historians through the work of the Archives Section of the Canadian Historical Association are maintained and further cultivated. It hopes, too, that the new society of Canadian archivists will continue to emphasize liaison and co-operation with individuals and organizations throughout the Canadian academic community.

Conclusion

Canadian archives are the foundation of Canadian studies, and the development of Canadian studies will depend in large measure upon the satisfactory development of Canadian archival resources. Fortunately, Canadian archivists seem well aware of the importance of their responsibilities. They now deserve recognition from all quarters for their past achievements; and they both merit and require adequate financial support in order to consolidate successful programmes and to develop future services. The Commission looks forward to an era of growing public awareness of the importance of Canadian archives and of support for their work. Above all, it looks forward to the creation of a co-ordinated national network of regional archives to provide a framework for the microform diffusion of the holdings of our major national and provincial archives and to promote collections development in a rational manner throughout the country. The Commission's vision of a national archival system assigns to the universities a pivotol role as local agents for the diffusion programme and as catalysts in the development of the archival resources of their respective regions. Archival programmes are another important area of Canadian studies through which the universities of Canada should serve their own communities and assist them to gain that measure of self-knowledge essential for healthy development.

Recommendations

1. The Commission recommends that the archives and archivists of Canada undertake a programme to promote public awareness of the potential value of private papers and other archival material, and that the universities of Canada co-operate in this programme in various appropriate ways.

2. The Commission recommends that the preparation of a national guide to all known archival resources in Canada be immediately undertaken under the leadership of the Public Archives of Canada in co-operation with other federal, provincial and private archives. The Commission recommends that adequate funds to support this important project be made available by Federal and Provincial Governments.

3. The Commission recommends that all Canadian universities participate, in ways appropriate to their character and region, in the preparation of a comprehensive national guide to archival resources.

4. The Commission recommends the creation of a national network of regional archives.

5. The Commission recommends: that, in many cases, the regional archive be located within the local university and be administered by it; that every university give consideration to the possibility of undertaking such a role in the proposed national network of regional archives; and that, in all cases, close ties be established between the university and the regional archive.

6. The Commission recommends that every university assume certain minimal archive services relating to the records of

the university itself and to those of the members of its staff, including basic data and research findings that might be of considerable value to future students and researchers.

7. The Commission recommends that the universities acquire archival material in microform from the major national and provincial archives, which will enable them to support a markedly wider variety of teaching and research and, at the same time, will assist in the process of archival diffusion within their particular regions.

8. The Commission recommends that the universities provide leadership toward the development of the archival resources of their regions and that they collect, process and maintain original archival material that is of local or regional significance or associated with fields of special interest to the university or to certain of its faculty.

9. The Commission strongly recommends to Federal and Provincial Governments that archives be considered an essential element of a university's academic development and of its role as a public institution, and that adequate funding be provided specifically for this important facet of the university's work.

10. The Commission recommends that the university system, in co-operation and in consultation with leading Canadian archivists and archival institutions, take immediate steps to ensure the rapid establishment of graduate programmes to train professional archivists in both of our official languages. The minimum requirement is for two separate programmes, one at a major university of each language, or for one programme at a major bilingual university.

11. The Commission recommends that the university system explore the needs of Canadian archives and other institutions for trained professional conservators and take steps to meet the needs that exist for teaching and training in this field.

12. The Commission recommends that Canadian universities offer graduate students and senior undergraduates in any discipline a credit or non-credit course in archival procedures and methods.

13. The Commission recommends that Canadian universities take fuller advantage of opportunities to have archivists on campus as visiting lecturers or advisors in Canadian studies.

14. The Commission recommends to the Federal Government that it immediately undertake, in close co-operation with the Dominion Archivist, to draft a new and expanded legislative mandate for the Public Archives of Canada, to replace the act of 1912, and that such legislation be presented to Parliament at the earliest opportunity.

15. The Commission recommends to the Federal Government that planning now go forward for the expanded physical capacity that will be required to house the Public Archives of Canada.

16. The Commission recommends that responsible officials of the Public Archives and the National Library, and of the Department of the Secretary of State, seriously explore the possibility that the new space to be provided might house storage and administrative space for one or both of these institutions, making it then possible for some of the public rooms and research facilities of both to be retained under one roof.

17. The Commission recommends that the new building be located immediately adjacent to the present National Library building.

18. The Commission recommends that the diffusion programme of the Public Archives be continued and expanded.

19. The Commission recommends to the Federal Government that adequate funds be made available to the Public Archives to permit the appointment of liaison officers, whose duties would include assistance in the organization and description of holdings of small institutions and contact with universities and research centres.

20. The Commission commends the Public Archives for the preparation of the *Union List of Manuscripts in Canadian Repositories* and *the National Union Catalogue of Maps* and recommends to the Federal Government that adequate

funds be made available to complete the latter project as soon as possible and to prepare revised editions of both works at regular intervals, perhaps every four years.

21. The Commission recommends that appropriate federal and provincial parliamentary committees study the question of the ownership, disposition and preservation of records, documents and papers related to the public service of men and women prominent in Governmental affairs, and recommend procedures and guidelines that might apply in such matters.

22. The Commission recommends to the Federal Government that the National Film Archives now be established on a permanent basis, as a division of the Public Archives of Canada, and that it be formally granted exclusive authority under the Dominion Archivist for the selection, acquisition and conservation of film and television resources of enduring historical, cultural or social value to Canada, with authority to document and diffuse these resources for scholarly and cultural purposes.

23. The Commission recommends to the Federal Government that either the Public Archives Act or the Copyright Act be amended to require the deposit with the National Film Archives of at least one copy of every Canadian film, either produced or distributed in Canada.

24. The Commission recommends to the Federal Government that sufficient funds be made immediately available to the National Film Archives for the acquisition and preservation of those film documents in the greatest danger of being destroyed or damaged, in particular the 35 mm film existing only on cellulose nitrate base.

25. The Commission recommends that business corporations and organizations develop sound records management and archival programmes to be administered either internally or through the facilities of an established archival institution.

26. The Commission recommends that Canadian businesses avail themselves of the archival advisory services offered by the Business Records Committee of the Public Archives of Canada.

27. The Commission recommends to the Federal Government that a parliamentary committee or other appropriate committee of inquiry be asked to study problems relating to the disposition of the business records and papers of international corporations operating in Canada, and to propose appropriate legislative controls upon the export of such documents. The committee might also wish to consider the application of such controls to other international organizations operating in Canada, including labour unions, charitable and cultural associations, and the like.

28. The Commission recommends the formation of a Committee on the Development of Native Archival Resources with representatives from the archival, academic and native communities, as well as from appropriate Government agencies and private bodies. The task of the committee should be to survey the present state of Canadian archival resources for native studies, to assess future needs, and to develop proposals and procedures for the future development of native archives. Such a committee could perhaps be formed under the aegis of the new Society of Canadian Archivists, in full co-operation with the groups named above.

29. The Commission recommends to the Federal Government, to the Canada Council, and to the Social Science Research Council that they explore the possibility of providing adequate funds to support the preparation of a comprehensive index for at least one leading English-language daily newspaper in each region of Canada, and that similar funds should be made available to support the existing French-language index.

30. The Commission recommends to the Federal Government, and to the Minister of Consumer and Corporate Affairs in particular, that in the current revision of copyright legislation special consideration be given to the status of archival material and that the new act permit the most liberal use of unpublished documents, for non-commercial purposes.

31. As noted in its chapter on Canadian studies abroad, the Commission strongly supports the microfilm and retrieval

programmes now being conducted abroad by the Public Archives of Canada of documentary and other archival materials that bear upon the history and affairs of this country. It recommends that substantially increased financial resources be made available to the Public Archives to enable it to broaden and accelerate its excellent work in this field.

FOOTNOTE

[1] *First Report of the Bureau of Archives for the Province of Ontario* (Toronto, 1904), p. 7

Audio-Visual Resources and Other Media Support for Canadian Studies

SYSTEMS AND TECHNIQUES OF COMMUNICATION are central to Canada's history – an essential base for her development and for the ties that unite her disparate regions. Increasingly, complex audio-visual media, particularly in electronic form, have been taking their place alongside other, more traditional modes of communication as a major force for the development of this country. One writer has noted that:

> Canada is an extensive television user and a producer of some size and scale, in two languages. We have a large state-owned radio and television system, extensive commercial production and broadcasting activity, and now a rapid growth in local and community television . . . although we are new to feature film production, a promising start has been made, and in the field of documentary film, we are in fact one of the larger producers internationally with an outstanding reputation of which we can quite legitimately be proud.[1]

The written or printed word has always been and will continue to be the basis for teaching and research at the post-secondary level. Other forms of communication, however, can quite clearly make an important contribution to teaching and research. For this reason, and because of the pervasive influence of non-print media, the Commission thought it important to assess their actual and potential impact upon Canadian studies. This aspect of the Commission's work relates directly to the third of its terms of reference, which instructs the Commission to inquire into 'the location and extent of library holdings and other resource materials relevant to Canadian studies, and access to these materials'.

For the purpose of this chapter, media materials refer to all the major forms of non-print recorded information whether on film, audiotape, disc or videotape.

In the preparation of this chapter, the Commission held meetings and corresponded extensively with many experts in the audio-visual field. These included teachers experienced in the use of instructional media and representatives of both public and private agencies engaged in the production of media resources, among them the Canadian Broadcasting Corporation (CBC), the National Film Board of Canada (NFB), the Ontario Educational Communications Authority (OECA) and private film distributors. The Commission also received many briefs and informal submissions on this subject. In addition, the Commission consulted media directors (or persons in other comparable positions who are concerned with media resources) at universities and colleges across Canada, who replied to specific questions about the availability and use of audio-visual and other media materials for Canadian studies at the post-secondary level. It also consulted personnel at a number of Canadian community colleges that have an active interest in this field and at six American universities that have Canadian studies programmes.

The Commission quickly discovered that many public and private agencies produce a great deal of audio-visual and other media materials that have enormous potential for enriching Canadian studies. However, a real need exists for substantial statistical data and information about the nature and extent of these materials and the use made of them in the educational system. The Commission was able to begin to gather some valuable information and to form some clear impressions that, it hopes, will contribute to a helpful analysis of educational media use in Canada by indicating trends, directions, problems and opportunities in this field.

The Media as Instructional and Research Tools

The teaching potential of audio-visual media attracted the attention of a few Canadian educators two decades ago.[2] But it was not until the 1960s that many institutions of higher education chose to experiment seriously with audio-visual equipment and techniques. Educational television, or ETV, attracted particular attention.

In retrospect, much of the media experimentation of the 1960s took place in a climate of divergent and sometimes contradictory expectations. For example, enthusiasts were convinced that educational television would revolutionize teaching, improve it dramatically and mark a turning point in education comparable only to the advent of the printing press. Others were suspicious and resentful of its coming. Some academic administrators looked on educational television facilities cynically. They saw them as expedient, economical devices facilitating at least more, if not necessarily better, teaching per dollar. Opinion was sharply polarized among students and faculty members alike on the value of ETV experiments — varying from considerable hostility to great enthusiasm. On the whole, the glamour medium of the sixties, educational television, has not fared well in many institutional cost-benefit analyses.

The results of those early experiments with instructional media have been mixed. Some of the media enthusiasts of the sixties have become disillusioned in the seventies. Indeed, throughout the Canadian academic community there has developed a core of resistance to the educational use of electronic technology.

For the most part, teachers who do use educational technology are ones who feel comfortable in handling media, largely because they have had the interest and the opportunity to learn how to use the media and how the media can assist their teaching. Their attraction to non-print resources, then, is not based on a revolutionary concept of education, but on sheer utility. As one brief to the Commission expressed it, educators should view media as 'enabling tools of access and research that should not be overlooked, but always regarded as tools rather than ends in themselves'.

In view of the experience that today's students have with them, the Commission believes that media can be very important tools. A former Commissioner of the National Film Board of Canada reminds us that 'eighteen-year-olds entering university have seen about 15,000 hours of television; they have seen over 500 feature films . . . and (yet) they have perhaps read 50 books on their own initiative'.[3] Indeed, today's high school graduate probably has spent more than twice as much time watching TV and movies as attending classes.

A number of briefs to the Commission urged that more educators than is now the case should consider using audio-visual and other media resources as teaching aids. They stressed that films, tapes, slides, recordings and the like have enormous capacity to stimulate discussion and participation among students. Such resources can bring a topic to life through bold and imaginative visual or audio interpretation, illuminate facets of a question in ways that printed material sometimes cannot, and communicate ideas, impressions and information with speed and clarity. The words of one such brief, from a young history professor, sum up the view expressed to the Commission by many other members of the academic profession:

> A judicious use of electronic media can take some of the "dullness" out of the "ditch waters" too often characterizing the way Canadian history is taught. Film or tape can communicate more of the drama and majesty of Canada's physical geography, or the dynamism and vitality of our urban centres, or the solitude, strength and passion of our national environment, or the inequity and strife that so often go undetected, or the cultural heritage of diversity straining for survival.

Briefs emphasized, too, that in many fields of study there is a serious lack of Canadian books and journals and that innovations and developments are occurring so rapidly in the sciences and in other areas that printed materials cannot keep pace. In such cases, non-print materials, if widely and readily available, could help fill part of the gap.

At the same time it must be realized that there is also a serious lack of Canadian electronic materials ('software').[4] According to statistics provided to the Commission by the National Film Board, 79 per cent of films and audio-video aids used in Canadian schools currently comes from foreign sources. Some briefs and many letters to the Commission, particularly from teachers, expressed the view that if schools could get Canadian audio-visual materials, especially films, more readily and in greater numbers and variety, they would replace the foreign-produced materials now in use.

A number of briefs also pointed out the value of media as instruments of research and other professional activity. For example, some scholars are using audiotape to record the personal recollections of Canadians who can remember the details and impressions of important developments in this country during the last century.[5] A few Canadian universities are pioneering in the field of 'teleconferencing', an electronic means by which interactive meetings, conferences and lectures can be held with participants from different areas remaining where they are. At other universities (for example, Glendon College of York University) students are encouraged to make use of the institution's media facilities to prepare audio-visual presentations in lieu of essays.

The Commission was interested to learn, too, that several universities in Canada are attempting to adapt techniques of modern communications to provide instruction to increasing numbers of people who do not live near a university and cannot uproot themselves to obtain an education. For example, for those persons living in rural areas and in the scattered pockets of settlement that are in the vast reaches of that Province outside the St. Lawrence Valley and its immediate environs, the Université du Québec is using broadcast, videotape cassettes, tape recordings and telephone hookups, books and travelling teachers to create a 'tele-university'. Memorial University of Newfoundland has already had considerable success with ETV programmes serving communities throughout Newfoundland/Labrador. The University of Athabasca in Alberta is experimenting with the 'Open University' approach, and Ryerson's 'Open College' in Toronto makes extensive use of broadcast television and radio in offering courses for credit.

In brief, a vast opportunity exists for the development and use of electronic materials relating directly to the needs and priorities of teaching and research in Canadian studies. The appropriate support and encouragement are required to reap the full benefit of this opportunity.

The Availability of Information About the Use of Instructional Media in Canada

In an effort to assess the extent to which Canadian universities are actually making use of media in Canadian studies, the Commission sought information and views from officers of the university and college media centres across Canada. Unfortunately, the Commission soon discovered that many media centres did not have access to information on the content or the extent of media productions used at their university. The problem is best reflected in a reply from one Ontario University:

> . . . there is little in our record of television production done . . . last year which would justify their classification as Canadian studies. However, our record is concerned more with hours of use, costs, etc., and not so much with content. Some departments have small television recording and playback units which they operate themselves. I do not know whether any of this material could be classified as Canadian studies. . . . There is . . . a significant amount of audio- and video-taping done for the Department of Music. . . In addition, the Fine Arts Department has a large collection of slides and uses audio-visual projection equipment regularly. Undoubtedly, some portion of the Music and Fine Art teaching programme could be classified as Canadian studies.

The problem of assessing information about media materials may well become serious for media centres in the foreseeable future, since it seems likely that interest in the purpose and content of media holdings will grow. Information about 'hours of use, costs, etc.', however administratively valuable, does not serve to encourage the use of non-print materials. What is needed is information relating to the content of available media holdings. For this reason, the Commission recommends that media centres at post-secondary institutions incorporate into their cataloguing and related information systems provisions to record more detailed descriptions of the content and objectives of their media holdings.

Moreover, at many universities, the role of the media centre should be broadened. In theory, a media centre is an administrative unit organized within the university to provide university-wide comprehensive professional and technical services in the use of instructional media to improve learning.[6] In reality, however, most of the media centres that exist at thirty-three universities are not much more than repositories for the collections of media materials. They do not produce media materials themselves, they do not conduct programmes to help teachers learn to use media or to select the most appropriate medium for a specific task, nor do they provide adequate support personnel to facilitate the use of such materials.

The Commission believes that media centres should be given campus-wide responsibility for instructional media and educational technology and should be provided with the resources needed to fulfil this responsibility. Among its duties a media centre should act as the principal agency for purchasing, collecting and making available electronic media materials, arrange for the use of media equipment within the university, produce itself all kinds of software with the specific needs of the curriculum in mind, and provide guidance and instruction to faculty members on the use of electronic media in educational and research programmes.

The media centres should also have some responsibility for keeping records about the use of media materials in all parts of the university. The directors of the media centres made clear in their responses to the Commission that a good deal of media activity at most universities takes place independently of their operations. They do not keep records about such activity and often are unaware that it is taking place. One reason for this is the facility with which individual teachers can make direct loan arrangements with the National Film Board or other agencies. Another is the increasing popularity among many educators of portable videotape recording and playback units. Such equipment is often purchased and controlled by individual schools, faculties and departments, rather than by media centres. A further complicating factor is that the product created with these devices often is – and is intended to be – ephemeral. That is, materials are frequently videotaped by professors or students, used as teaching aids within the classroom for as long as necessary and then erased without ever having been classified or catalogued. The inexpensive, portable videotape recording unit is used like an electronic blackboard. Neither as glamorous nor as threatening as a television studio, it is simple and flexible.

The Commission does not suggest that media centres should be cluttered with information about hardware and software. But much would be gained if they shared with the university libraries responsibility for the storage and retrieval of information relating to electronic media. At present, media centres and university libraries tend to divide resources on a media basis rather than a functional basis. Consequently, neither the media centres nor the libraries have comprehensive information about the use of electronic media throughout the university. Close collaboration between the two would help make available the comprehensive, up-to-date information needed to enable teachers to find out quickly and easily what media resources are available on a particular subject at any one time within the university. The availability of such information could help to minimize duplication in the acquisition of these resources and greatly increase opportunities for their use.

The Commission received many briefs pointing to the need for much more information about the availability and use of media in Canadian education as a whole, including statistical data on software and hardware. These stressed that the lack of such information now discourages the exchange and sharing of media resources both locally and interprovincially. According to one brief, the annual production of educational audio-visual products within the Provinces across Canada at present costs between $15 and $20 million annually. The brief goes on to say:

> Most of this material remains within the province of origin and must surely represent much unnecessary duplication. However, little progress has been made to provide effective distribution of these materials even though they could conceivably provide one practical method of reducing the use of imported material. One must surely ask, in a period of shrinking budgets, whether the interests of Canadian education are being served as each province tries to go its own way.

In some Provinces a great deal of data about the use of media is already available. In addition, the Education Division of Statistics Canada has set up a new section devoted solely to the collection of statistics on education facilities and equipment information. This section has completed an extensive and detailed study of instructional media in universities of the Atlantic Provinces for 1972.[7] The study is a valuable document, which, while not sensitive to discrete disciplines or interdisciplinary areas like Canadian studies, gives clear indications of media use in Education, Fine and Applied Arts, Humanities and related, Social Sciences and related, Agricultural and Biological Sciences, Engineering and Applied Services, Health professions and occupations, Mathematics and Physical Sciences . Statistics Canada completed a similar study of the use of media in Ontario universities last year covering the period January to April 1972.

The Commission welcomes and encourages these initiatives by Statistics Canada. At the same time, it wishes to point out that there still exists no on-going national inventory or audit of instructional media in Canada. To meet this need, the Commission believes that a national study should be undertaken to gather information about present media resources, about their use and availability, about the needs of the various educational levels for media resources, and about constraints on media use.

A second, complementary study should be conducted to identify common curriculum requirements for Canadian studies across the country. This is not to suggest that there should be a common curriculum or that certain topics of study should be placed at certain school grade or university year levels. What is needed is an analysis of existing curricula at all levels of the educational system, from coast to coast, to identify general needs. Public and private enterprises should then be encouraged to make these needs a top priority in their media production programmes. In making this latter suggestion, the Commission recognizes that there will be a continuing need for many highly useful materials produced outside Canada, particularly those dealing with subjects not directly related to Canada.

The two studies should be conducted by Statistics Canada in co-operation with the Council of Ministers of Education. The post-secondary dimensions of the studies should be carried out in concert with the Association of Universities and Colleges of Canada, the Association of Canadian Community Colleges and the Department of the Secretary of State, and in close consultation with the professional and learned societies and the Canadian Association of University Teachers.

There is also a need for a standard procedure across Canada for the classification and retrieval of media materials. At present there are almost as many classification systems in Canada as classifiers; practically every institution employs its own method. As one brief described the situation, 'this is the mess the libraries were in before the Dewey Decimal and the Library of Congress Systems came into widespread use and facilitated the inter-library loans'. Toward achieving a uniform Canada-Wide classification system for media materials, the Commission recommends that the National Library convene a national conference, funded by the Department of the Secretary of State, to bring together representatives of the National Film Board, the Canadian Film Institute (CFI), the public libraries, the Public Archives, provincial archives, the provincial departments responsible for post-secondary education, universities, community colleges, and others interested in this field. The object of the conference should be to begin an orderly consideration of the various classification systems for media materials now in use or being developed, with a view to rationalizing them into a uniform network that might be integrated into existing international systems.

The Production, Use and Exchange of Media Materials in Canadian Studies by Post-Secondary Institutions

The Commission requested from the media centres at Canadian universities information about the amount of media materials available to support Canadian studies at their institutions, about the accessibility of these materials, their use and the demand for them, and about arrangements for exchanges of media materials, including loan, rental and sale. Finally, the Commission asked this question:

> Would you comment on the frequency of the use of non-print materials by your faculty, especially in subject areas which include Canadian content? What, if any, are the implications for the extension and development of Canadian studies courses and programmes of non-print materials?

Several media centre directors were not able to provide a detailed response because at their institution media productions are owned and held outside the media centre; nevertheless, replies were generally informative. One university reported that audio-visual materials had low use in all disciplines as a result of budget limitations on procurement or production of these resources. Another declared that it had no media materials relating to Canadian studies. Two universities noted frequent use of media materials available through campus libraries. One respondent stated that audio-visual usage was increasing dramatically, doubling each year. Another said that audio-visual materials were extensively used in all areas, with film rentals being particularly important. This respondent foresaw continually increasing demand. A community college reported that 16mm films were used extensively and expected further increases in the use of all audio-visual aids. Another university determined that there had been a 200 per cent increase in the use of these materials over the past three years, despite budgetary cutbacks. A western university respondent reported that:

> Twenty films were shown during the summer semester by our Reading and Study Centre, mostly for non-Canadian students. In the Faculty of Inter-disciplinary Studies there is a Canadian studies programme which incorporates courses in the history and geography of Canada. One History course borrows about six films a semester, and a Geography course has been using around 20 films per semester on the physical geography of Canada, the development of Northern Canada, Eskimo and Indian cultures, etc. The Department of Modern Languages in one of their French courses borrows about twenty films a semester dealing with French Canadian life style . . . (We are on a tri-semester system here). Most of our slide/sound sequences are used in class presentations both on and off campus. During the course of the last academic year, presentations with Canadian content amounted to around thirty . . . Our experience in the last few years has indicated increasing usage of non-print materials in many courses throughout the university (including Canadian studies), and we have no reason to suppose that this will change.

A number of universities reported a marked increase in the use of the portable videotape recording unit. A western university, for example, informed the Commission that:

> The utilization of materials [in your area of] interest, is on the increase. Recently we completed an order of 862 slides, 862 copy negatives and 1,305 prints of old photos collected in connection with a study of Ethnic Settlement patterns in this province. The same study experimented with 1/2" video and audiotaping. It is still continuing. We are just reaching the end of the opportunity to talk with the last of the pioneer settlers of the prairies. Many photos and early artifacts just disappear with their passing, so our historians in particular are collecting the materials of recent history.

In comparison with the apparently growing use of 1/2" videotape, there appears to be some levelling off, or perhaps even diminution, in the use of on-campus studio television. This may be due in part to the advent of the portable videotape recorder and video cassette (playback) unit. Moreover, the cost effectiveness of rather elaborate studio production in a single institution is being questioned. Television studio components are subject to high maintenance costs and technical obsolescence. In addition, there is a growing appreciation of the adaptability of less expensive media: overhead transparencies, 35mm slides and inexpensive audiotapes synchronized to slide sets, for example.

Another development of interest is noted by the Director of the Department of Communications Media at an Alberta university:

> There is . . . a trend, small but significant, toward the compiling of presentations from a variety of sources. Many professors are requesting the production-learning packages in order to present a specific unit or concept. These packages may consist of visual/audio materials assembled from a variety of sources and transposed in various formats (videotape, 35mm slides, audio cassettes) using one or more media of instruction. Consequently, I would hazard a guess that were you to conduct a follow-up survey in five years' time, you would probably find that although commercially produced materials would still be used as supplementary learning, there would be more demand for packages designed and produced within universities for both group and individual studies.

The Commission asked the media centre directors to estimate their production of media materials for Canadian studies within the following categories: videotape, 16mm film, slide sets, audiotape and 'other'. The totals indicated that media centres produced substantially more audiotapes than any other type of media, with videotape ranking second, well ahead of 16mm film, slide sets and other media. But the responses also indicated that only a few universities account for most of the production of audiotape and videotape. For example, a single university produced about 35 per cent of the videotapes reported and about 60 per cent of the audiotapes reported. Another university produced about 20 per cent of the videotapes. In contrast, the production of films was dispersed throughout a number of universities. This is surprising in view of the fact that film-making demands considerable time and expense and meticulous care. Because of its relative durability film is probably re-used more often than materials from other media.

The Commission asked the media directors the following question relating to media exchanges:

> Does your institution exchange, lend, sell or rent audio-visual materials produced within your institution to other educational institutions? If so, would you outline briefly the scope of this activity and whether your department has a policy with respect to the circulation of this material?

Their responses indicate that the exchange of media material between educational institutions is limited. Even neighbouring universities do not normally exchange media materials. When exchanges do take place, they tend to be ad hoc rather than directed by an exchange programme or policy. Several universities indicated that private agencies handle the sale and rental of their media productions. In one such case, the university noted that the health sciences productions dominate exchanges. In short, there is among Canadian universities and colleges a great diversity of policies and practices regarding the exchange, loan and sale of media materials. However, it is not clear how significantly this diversity of arrangements seriously hampers the use of audio-visual material. Even at those institutions that presumably do not usually sell, rent or lend materials, it may be that a potential borrower or purchaser would be able to secure media materials by making a suitable arrangement with the director of media or the faculty member for whom the material was produced.

Indeed, there is one catalogue of institutionally-produced instructional media materials that implicitly advocates this approach. The catalogue describes the format and content of each media unit and supplies the address of an institutional representative with whom negotiations may be undertaken. Entitled the *Canadian Instructional Media Textual Catalogue (1973)*,[8] it lists approximately eighty units produced by post-secondary institutions. Many of these are useful for Canadian studies. The majority of the productions listed are in videotape or film format. This is admittedly an ad hoc arrangement; none the less it is a useful beginning.

Generally, the current situation is unduly confusing and hardly encourages the academic community to test the possibilities of interinstitutional co-operation. The media directors of Ontario universities have attempted to remove some of the obstacles to interuniversity exchange and co-operation in the electronic media field by establishing the Higher Education Learning Programme Survey (HELPS). Co-ordinated by Dr G.A.B. Moore of the University of Guelph, HELPS is a survey designed to catalogue those materials in Ontario universities available for exchanges (whether by loan, rental or purchase) and for which the university holds or can obtain distribution rights. An initial survey has already been completed. The next phase of this project is to expand the initial title information into a complete machine-readable catalogue and description.

The Commission welcomes this new initiative by the media directors of Ontario universities and strongly encourages the media directors of universities and community colleges in other Provinces to consider undertaking such a catalogue of their materials. A general catalogue of productions available for exchanges across Canada might then be possible.

The Commission therefore recommends, further, that the media centre directors at each university review and examine the flexibility of their universities' policies and practices concerning interinstitutional sales, loans and exchanges. If necessary, policies should be liberalized in order to maximize the possibilities for exchanges of media materials among educational institutions and to promote any other opportunities for co-operation.

The Commission notes with interest that an Association for Media and Technology in Education in Canada (AMTEC) has been formed, bringing together from across Canada individuals and groups interested in media productions, including audio-visual experts, broadcasters, librarians, graphic designers and others. The Association comprises the former Educational Media Association of Canada and the Educational Television and Radio Association of Canada. The Commission welcomes the creation of AMTEC and believes that, with proper planning and assistance, it can do much to bring about greater communication and co-operation between those active in the media field in Canada. In view of the important role that AMTEC can play in fostering the production and use of media resources for educational purposes, the Commission believes that the Council of Ministers of Education and the Department of the Secretary of State, or the Department of Communications of the Canadian Government, should examine ways in which they could be of assistance to the work of the Association.

Media Materials Acquired from External Sources

The Commission asked the media directors about their acquisitions of media material from outside sources for the teaching of Canadian studies. Some problems came to light immediately. For example, one respondent stated that:

> The University . . . has available a wide selection of National Film Board films and of CBC tapes. Individual professors, e.g., in history, have slide collections of their own which are used in many lectures and seminars. It is virtually impossible to answer this question completely in any meaningful way.

Notwithstanding the difficulty that some respondents encountered in estimating the amount of externally produced material acquired for Canadian studies at their universities, it is clear that such materials are quite frequently used, especially the National Film Board's 16mm films. Moreover, an examination of NFB catalogues indicates that the Board's productions contain a very high proportion of Canadian content. Hence, for the purposes of this analysis, a majority of NFB productions are assumed to be Canadian in content. The Commission has made the same assumption regarding CBC materials, even though, in both cases, some proportion of their production is not specifically related to Canada. Such assumptions are necessary because of the sheer volume of items involved and the lack of information about specific titles. The Commission believes that these assumptions will not be misleading.

Responding institutions gave the following breakdown of figures for each audio-visual unit purchased or otherwise acquired from external sources:

Table 1

Medium	Source	Number of Units
Videotape	Other post-secondary institutions	9
	Ontario Educational Communications Authority	52
	Private distributors, Government departments, and foundations	1
	Canadian Broadcasting Corporation*	34
	Total videotape	96
16mm Film	National Film Board free loan**	1,569
	purchase	275
	unclassified	166
	Sub-total, NFB	1,999
	Visual Education Centre (distributor of CBC films)	25
	Canadian Film Institute	104
	Other post-secondary institutions	9
	Private distributors, Government departments and foundations	145
	Miscellaneous	49
	Total Film	2,331
Audiotape	Ontario Institute for Studies in Education	74
	Canadian Broadcasting Corporation (Learning Systems)	147
	Total Audiotapes	221
Records	Canadian Broadcasting Corporation	3
	Total Records (Discs)	3
Slide Sets	National Gallery	4
	Total Slide Sets	4

* Reports of CBC videotape holdings noted that they had 'restricted' usage since they have been recording off-air, a process not legally sanctioned.

** In Provinces with one university, NFB figures were used if those universities were unable to estimate NFB film usage.

What is perhaps most significant about these figures is the dominance of an older medium, film, and the impressive showing of inexpensive audiotape productions. The film figures offer a convincing demonstration of the National Film Board's special capacity to produce valuable resources for Canadian studies. The CBC does quite well in audiotape distribution through CBC Learning Systems; but lack of access to the Corporation's television and film production provoked a near avalanche of comments, a matter to be discussed later.

The CBC Learning Systems Branch is credited with performing a useful and valuable service. Some idea of the scope of this service is found in a letter to the Commission from the Director of CBC Learning Systems: 'We do business with virtually every university in Canada and some in the United States . . . . In an average month we ship . . . 1,500 audiotapes (of half-hour or one hour duration); 380 recordings (205 of music, 175 of speech and poetry)'. Learning Systems also ships 3,000 books based on CBC programme material each month.

Given these figures, it is altogether likely that the CBC Learning Systems' contribution to Canadian studies is inaccurately reflected in the replies of the media directors. Being relatively inexpensive, Learning Systems materials are probably purchased more often by departments than by media centres, accounting for a comparatively low figure being reported by the media centres. Another reason that CBC Learning Systems' audiotapes were not extensively listed by the media centres is that many university libraries purchase such audiotapes, although, as noted earlier, libraries tend not to be involved in the acquisition, cataloguing and distribution of films, videotapes or other audio-visual materials.

The number of films distributed by the Canadian Film Institute[9] and of audiotapes distributed by the Ontario Institute for Studies in Education[10] reflects well on these organizations.

The Ontario Educational Communications Authority appears to be the only major Canadian supplier of educational videotape. The nature and extent of OECA's contribution to university courses is indicated in the following list of programmes sold to Ontario universities for the period May 1971 to August 1973:

Table 2

Series Title	Number of Programmes Purchased
Urban Geography	6
Canadian Poets	2
Episodes and Issues in Canadian History	4
The Law and Where It's At	2
Concepts in Economics	4
Arctic Contrasts	2
Canadian Mosaic	1
Issues in Canadian Law	1
Netsilik	21
Ontario Art Seen	2
True North	2
Eye on Academe	7
Landmarks	3
Hall-Dennis Report	1
Rencontre Avec L'Ecrivan	6
	64

The OECA[11] distributed educational videotape even more widely among Ontario colleges of applied arts and technology than among the Province's universities. Two hundred and six videotapes were sold to the colleges. While the number of OECA productions sold to Ontario universities and community colleges is encouraging, the Commission was surprised to learn that it was not several times that amount in view of the quality of many of these productions.

Indeed, the Commission was surprised that the total number of acquisitions by universities and community colleges of each type of instructional media from the various sources was not larger. Not only are the figures generally low, relative to what one might reasonably expect, but it is clear from the responses to the Commission's survey that a large proportion of these acquisitions are for use in film and media courses rather than as teaching aids elsewhere in the curriculum.

Perhaps, then, universities and community colleges have yet to appreciate fully the potential of media for developing courses and programmes in Canadian studies and in other fields. Part of the reason for this appears to be that media producers and agencies have not been sufficiently active in encouraging their use as supplements to printed materials. The Commission therefore recommends that opportunities be provided for media producers to communicate information about their productions directly to educators. For example, educational media production agencies, including the National Film Board, CBC Learning Systems, L'Office du Film du Québec, the Ontario Educational Communications Authority, the Canadian Film Institute and other agencies should be invited to meetings of the Canadian Learned Societies in order to demonstrate media support materials that could be helpful in the teaching of specific disciplines. Such an approach would go a long way toward making more teachers aware of the variety and quality of non-print materials that are particularly suitable for classroom use.

The Commission discovered, too, that university departments wishing to use audio-visual materials often face difficulties obtaining funds within the university for this purpose. In most educational institutions salaries and building maintenance account for most of the total operating budget. Since neither maintenance nor salary costs are easily cut, institutional supplies are especially vulnerable in times of budgetary austerity. One department at a western Canadian university, the third largest department of that university, lost its entire film rental and purchase budget because of the university's budget cutting. Consequently, it must limit screening to materials purchased over three years ago. Previously, all teachers in that department had been active users of media in their courses. This case is not an isolated example. Therefore, the Commission recommends that universities and community colleges review their budgeting with an eye to enabling faculties and departments and individual teachers to obtain the maximum benefit from audio-visual materials. Universities and colleges should also draw to the attention of Government, when warranted, financial constraints on their ability to use such materials.

The National Agencies

The National Film Board

Both the National Film Board's productions and its distribution facilities drew uniformly favourable comment in briefs and letters to the Commission. The statistics presented in Table 1 underline the value of the Board's special role in support of Canadian studies. Yet this information conveys only part of the contribution of the NFB to Canadian education. The Board provided the Commission with a detailed summary of its transactions with Canadian colleges and universities. These figures indicate a significant increase in the sale of film by NFB to Canadian universities and community colleges in the period 1970-71, 1971-72 and 1972-73.

Table 3

NFB Sales to Universities and Colleges for the Past Three Years

Province	1970-71	1971-72	1972-73
British Columbia	17	62	66
Alberta	74	134	165
Saskatchewan	23	28	65
Manitoba	21	29	74
Ontario	226	225	415
Quebec	98	77	1,404*
New Brunswick	1	41	6
Nova Scotia	3	10	0
Prince Edward Island	0	0	0
Newfoundland and Labrador	14	7	5
	477	613	2,200

*In 1972-73, the NFB offered a special price for films sold to public libraries, universities, community colleges and other institutions whose use of its productions for educational purposes extended to the general public. In that year, several CEGEPs that had not previously bought many NFB films took advantage of this new programme by making bulk purchases. This explains in large part the dramatic increase in sales in Quebec in 1972-73 over the previous two years.

Sales figures represent a fraction of overall NFB distribution. Figures for the free loan, or bookings, of Board films to colleges and universities over the same period are presented in the following table:

Table 4

NFB Loans to Universities and Colleges

Province	1970-71	1971-72	1972-73
British Columbia	1,283	2,795	3,269
Alberta (and NWT)	2,008	1,928	2,402
Saskatchewan	746	736	590
Manitoba	946	1,175	1,348
Ontario	1,919	10,214	8,886
Quebec	6,718	11,148	12,743
New Brunswick	901	954	1,030
Nova Scotia	1,379	2,479	2,347
Prince Edward Island	19	19	19
Newfoundland and Labrador	820	906	1,190
	16,739	32,354	33,824

In both its sales and loans, then, the National Film Board's services to Canadian colleges and universities are growing substantially. The Board's efforts demonstrate an extraordinary contribution to education in this country. Again, however, it should be noted that while the total number of sales and loans is impressive, the use of NFB services by universities and colleges is still less than might be expected in view of the generally high quality of NFB productions and their potential for educational use.

It is worth noting, too, that a National Film Board survey of films used in Canadian universities and colleges from 1970 to 1972 indicated that the 16mm film titles most actively used in universities and colleges during that period represented

> . . . a type of film which is experimental in nature. Apart from two or three exceptions to this statement, these films appeal to the sensibilities, enhancing feeling and awareness, rather than interpreting content information as subject matter in the traditional sense. Possible conclusion: the experimental is more in demand by institutes of higher learning than the traditional content-oriented film.

A number of universities and colleges stated that they do not use 'content-information' type films because they believe such films to be unsuited to the needs of their curriculum. The point was made by others that the film medium is not itself well suited for instructional purposes. The Commission does not agree with this latter view. It believes that quality films, planned to meet the needs of educational institutions, can be valuable learning tools.

There is of course merit in the suggestion, advanced in several briefs, that film producers such as the National Film Board should work more closely with educators both to appraise the present and future needs of educational institutions for film and to ensure that some reasonable number of films is produced specifically with these needs in mind. Contact between film producers and educators is now largely ad hoc and on an individual basis. More formal and more regular communication between the two is required.

Toward this end, the Commission recommends that the Association of Universities and Colleges of Canada and the Association of Canadian Community Colleges establish a joint standing committee on audio-visual and other media resources. This committee should maintain continuing relationships with the National Film Board, the Canadian Broadcasting Corporation, and other producers of media materials in Canada. It should explore with these producers the possibilities and opportunities for collaboration and help them to appraise present and future needs of educational institutions for media materials.

The following are some of the matters to which the proposed standing committee might address itself: the identification of parts of the curriculum requiring audio-visual materials; the nature of audio-visual materials most appropriate to meet these needs; in-service testing of such materials as aids or catalysts to effective learning; trends in Canadian social, cultural and educational affairs that might suggest particular areas of concentration for producers of media materials in the context of Canadian studies; the possibility of joint research in the forecasting of such programmes; the identification of current media programmes that might be most effectively utilized in Canadian universities; and opportunities for involving other agencies of Government in such matters.

The Canadian Broadcasting Corporation

As noted earlier, the post-broadcast distribution of CBC radio materials, through CBC Learning Systems, is meeting a real need and receiving considerable credit. But many briefs and letters to the Commission expressed strong dissatisfaction with the fact that CBC televised materials of potential educational value are simply not made available, even for educational purposes, except for a limited number of CBC films that are, ironically, sold through the American-owned private distributor, Visual Education Centre (VEC), based in Toronto.

The following quote from one brief is typical of the views expressed to the Commission on this subject:

> The Canadian Broadcasting Corporation is supposed to act in the interests of the taxpaying people of Canada. But its obscurantist attitude prevents educators from having ready access to at least some of that Corporation's televised

> programme offerings for post-broadcast use in the classroom. Surely, for example, in its news library, the CBC must have extensive film and/or videotape footage from documentaries which would be of inestimable value to the history teacher interested in a wide range of topics. For that matter, teachers in virtually every discipline – from astronomy to biology, to music, to theatre, etc., etc. – can conceive of some useful programming. Either the CBC must change its priorities on its own initiative, and remove its scandalous roadblock, or the Government of Canada must require such changes in the recalcitrant child it has created.

It is clearly a very contentious area and one that provoked a Quebec university to request that the Commission attempt to 'influence' the Corporation on this subject:

> In the field of Canadian studies we deplore the fact that the invaluable programs that the CBC produces and broadcasts on this subject are in practice not available to our universities for purposes of study and research. We hope that a Commission such as yours can have an influence on this public corporation that will result in making accessible to educational institutions a greater number of these productions.

Early in its investigation the Commission concluded that it should draw to the attention of the CBC the concern and distress expressed to it by educators in all parts of Canada about the post-broadcast inaccessibility of those of the CBC productions that are of potential interest to educators. Before commenting itself, the Commission believed that the CBC should be given an opportunity to explain or comment on its 'educational use' policies. The Corporation's Director of Films responded to this invitation, on behalf of the President of the CBC, in a letter dated 30 October 1973. The salient points of the letter are in the following extract:

> Are schools able to have free access to CBC produced TV and radio programmes?
>
> The answer is no. For all practical purposes everything that is broadcast is protected by copyright, and it it not possible for school authorities or anyone else to use uncleared programmes without infringing copyright.
>
> In the majority of cases, the rights of others are involved. In acquiring a license to broadcast feature films or series for example, CBC rarely if ever has the right to authorize other uses. Almost invariably, for these kinds of programmes, non-theatrical rights (which includes educational use) would not be available or would have been assigned elsewhere.
>
> Programmes produced by or for CBC contain, in the majority of cases, copyrighted elements that must be cleared before other uses can be authorized. In some cases such clearance is not possible, or can only be effected at considerable expense.
>
> If your question also means 'free of charge', the answer is no. We expect schools to pay for the use of those programmes that can be cleared for educational purposes, as they already pay for just about every other service they get.
>
> What strategies or services exist now and might be developed to make audio and video tapes widely available to the schools and still ensure a just return to the artists and technicians who make the programmes?
>
> At present we have been able to clear and make available a limited number of television programmes produced in English. The current total is about 46. For a number of reasons we have not yet released any television or radio programmes produced in French. Those television programmes that are available can be purchased through the Visual Education Centre in Toronto. A good selection of radio tapes are available for educational use through an activity in the CBC Toronto called "Learning Systems."
>
> We have been giving careful attention to the whole area of further use of CBC television programmes in order to determine whether the major problems, including financing, can be resolved. We hope to be able to make some programmes available in future, but the extent to which this service will be developed cannot be predicted at the moment.

The Commission believes that such a reply is totally unsatisfactory as a response to the legitimate requests of educators to use after-broadcast programmes produced for or by the CBC when these programmes are of possible value for instructional purposes. The Commission sees only limited validity to the CBC's argument that copyrights and union agreements prevent it from making available more materials for instructional use. Movies and books and materials from other media are also copyrighted, yet these have been made widely available for educational use.

Surely, it should not be impossible for the Corporation to work out provisions to be included in union and production contracts that would allow appropriate CBC programmes to be used for instructional purposes before non-paying student audiences. As one brief to the Commission stressed:

> If [the CBC and the unions] try to work [such provisions] into a tight bargaining session when the contract is reviewed, then it will be used as a lever to compensate for all kinds of other exogenous variables. But if they sat down in the peace and quiet of a period after a new agreement has been signed to look at what they collectively can do to enrich the education experience of youngsters, they will find that the union leaders have children also and that they have great expectations for them. This might need a change of attitude on the part of the management of CBC, but if it does, I would say that it is about time.

The admission by the CBC that it currently makes available only forty-six prints of its televised programmes produced in English and none of those produced in French – and that these are marketed through a foreign-owned private distributor – is nothing less than shocking. Several briefs described the situation in identical terms, as a 'national scandal'. The Commission concurs in this view and considers it completely unacceptable that so few CBC programmes are made available for educational purposes. It is adding insult to injury that even these few programmes, which have been paid for in large part by the Canadian public through taxes, are then sold back to Canadian educational institutions by a private, foreign-based entrepreneur.

What is more, it is the private distributor, not the CBC, that chooses which programmes will be made available for sale in the whole North American market. This means that the programmes chosen are inevitably those that will sell well in the United States. Consequently, their relevance for Canada is not at all assured. Moreover, the purchase of CBC productions through the VEC is very expensive; a comparable programme bought from the privately-owned CTV network would normally cost only half as much.

Under current CBC policy it is virtually impossible for educators to meet some of their specific needs legally. One respondent noted that, at her university, the Department of 'Political Science . . . would like to use more material than they do at present . . . the problem is that they want very current material from the CBC . . .', which is forbidden fruit.

It should be noted that, in such a situation, some university teachers already disregard the law and record materials off-air that they consider to be vitally important for instructional purposes. The Commission's statistics indicate that thirty-four such recordings were acquired in this way by various departments at Canadian universities and community colleges in 1972-1973. But many teachers informed the Commission that they do this weekly, if not daily. Thus, it is quite possible that such 'pirated' materials were not listed for the Commission as a matter of prudence and that the actual figure is probably many times higher. If this is the case, then CBC policy is leading to widespread use of an illegal practice amongst teachers as the only means available to obtain some broadcast materials of educational value.

In short, a great deal of TV material produced by the CBC that is of value for Canadian studies (for example, the *Tenth Decade, First Person Singular, The Days Before Yesterday)* is either not made available at all or is available only at a high price through a commercial distributor. The Commission believes strongly that this raises serious and fundamental questions about the distribution policies – and, indeed, about the role itself – of this publicly funded agency.

An interesting suggestion for coping directly with the problem of off-air recording was offered in a letter from a past president of the Educational Television and Radio Association of Canada and Director of Education Television, Memorial University, Newfoundland:

> With the advent of off-air videotape recording at will by both educators and the public, some policy should be clearly stated that will enable *bona fide* use at reasonable rates for educational material obtained in this manner.

> By short-circuiting the physical distribution of materials, great cost reductions should follow as all equipment and materials would be borne by operators of the off-air recorders. It is basically a legal problem akin to xerography in libraries; resale is not at issue, only royalties and mechanisms to contribute to them. Perhaps an educational version of ASCAP [American Society of Composers and Performers] might be considered, whereby *a central group collects and redistributes [fees for use] to the producers as their material is used.**

*italics used

This is but one possibility worth considering as a means to gain legal access to CBC televised materials for non-profit educational use. Doubtless there are others. In any event, it is clear that educational institutions now urgently need access to CBC television material for non-profit, educational purposes. Further, the Canadian Broadcasting Corporation is neglecting its responsibility to help meet this need.

It is well to point out that the CBC, under the Broadcasting Act (1967-68), is given the authority to respond effectively to the needs to which the Commission refers. Under Section 39 (1) g, the 'Corporation has the power . . . to publish, distribute and preserve, whether for consideration or otherwise, such audio-visual material, papers, periodicals and other literary matter as may seem conducive to the purposes of the Corporation . . .'.

A case can be made for the publication and distribution of educational audio-visual materials being 'conducive to the purposes of the Corporation', especially in the light of Section 3 F of the Broadcasting Act, which states that 'facilities should be provided within the Canadian broadcasting system for educational broadcasting . . .'. Given modern audio-visual technology, the provision of educational broadcasting facilities and the publication of audio-visual material are, *de facto,* closely linked.

With these considerations in mind, and supported by the comments of many interested members of the public, the Commission strongly recommends that the management of the Canadian Broadcasting Corporation, in negotiating with writers, musicians, performers and other interested parties, undertake to establish an acceptable procedure whereby CBC televised documentaries and similar productions of interest and value to Canadian teachers and scholars can be made available to educational institutions free or at fair cost by sale or lease and/or by payment for use of off-air recordings.

In addition, because access by educational institutions to programmes produced by either the commercial television networks or the private television stations is not much easier than access to CBC television programmes, these producers should consider ways in which their programmes can be made more available to educators.

Other National Agencies

The National Museums in Ottawa produce a wealth of media materials that are appropriate as teaching aids for a wide variety of subjects. These include colour slides, audiotapes and films, as well as replicas of artifacts. Substantial parts of these collections are available to educational institutions on either a loan or sale basis. The same is true of some provincial art galleries and museums.

Elsewhere in its *Report* the Commission stresses the important role that works of art, artifacts and museum holdings can usefully play in enriching Canadian studies. In this chapter the Commission merely brings to the attention of the academic community the fact that media services are provided by cultural agencies and that a large proportion of the media materials produced are potentially very useful for Canadian studies and for other fields. Some of these materials have been produced jointly by several agencies. For example, a series of slides with narrative and explanatory comment on aspects of Canadian history is being co-produced by the Multi-media Division of the National Film Board and the National Museum of Man. The slides are based on archival materials and these, with their texts, have been produced with the active participation of university teachers from across Canada.

The Commission commends the National Museums for the initiatives which they have already taken in the field of media production and encourages educational institutions to make fuller use of these materials. The Commission urges the

National Gallery, in concert with provincial and local galleries, to undertake similar programmes, for there is a striking lack of slides and other representations of Canadian paintings, architectural monuments, sculpture and the decorative arts at all educational levels.

A number of universities and various galleries have built slide collections of Canadian art, architecture and artifacts on their own initiative over a number of years. While helpful, such a fragmented approach can be wasteful of time, effort and money. What is needed is a planned larger programme of slide production, covering all phases of the field in a Canada-wide perspective. Such a programme should be directed by competent art historians and other experts. A basic collection of slides should be available for secondary school use, an expanded collection for undergraduate use, and still more specialized collections might be arranged for use in postgraduate study.

The Commission further recommends that the Association of Universities and Colleges of Canada and the Association of Canadian Community Colleges work closely with national and provincial museums and galleries to develop a procedure by which universities and colleges are informed at regular intervals about the range of media materials available from these museums and galleries.

Audio-visual Archives for Canadian Studies

A number of briefs to the Commission have expressed concern about the fact that a great deal of irreplaceable material, suitable for use in Canadian studies, has been destroyed over the years because of the lack of an adequate repository and archival programme for the film, radio and television productions of networks, agencies and stations. The Commission shares this concern. While Canada has earned a distinguished, world-wide reputation in the field of film and electronics, we have not yet made adequate provision to preserve Canadian films, television programmes, and other media productions, both documentary and fictional, that are of historical, sociological or scientific significance. An exception to this is the excellent work which the Canadian Film Institute is doing, but its efforts have been hampered by a lack of funds.

Only a few of the film recordings from Canada's past survive. Of the sixty-seven pre-World War II features made in Canada, only seven are known to exist today. As a matter of policy, the Canadian Broadcasting Corporation generally preserves only two or three programmes of any television series. Recently, public opinion was aroused by the revelation that the CBC had preserved only three reels of the Plouffe Family series of the 1950s, despite its obvious historic importance as a visual document.

Much valuable radio material, which would be a useful source of information on the development of Canada as well as a good index of literary and dramatic standards, has also been permanently lost. Moreover, Canada has no national programme to collect recorded interviews with outstanding Canadians – despite the fact that it is now one hundred years since the invention of sound recording.

The Commission recognizes that complex technical considerations, expense and lack of proper storage space are obstacles to the preservation of media productions. Nevertheless, Canada is doing much less than it can do, and much less than many other countries are in fact doing, to collect, catalogue and store under controlled conditions audio-visual materials of lasting importance. Tapes, interviews, feature films, news reels, short films, musicals and recitals will undoubtedly prove useful for future reference and research.

The Commission is encouraged to learn that the Canadian Government has recently begun a complete review of the law concerning the Public Archives of Canada. Consideration is being given to granting to the Archives more extensive powers over the disposition of archival materials of national agencies, as well as to providing for the acquisition of archival materials of private agencies such as the Canadian Television Network. The aim is to ensure that all valuable media materials are properly identified, collected, catalogued and preserved by trained personnel. Towards this end, agreements have already been concluded with a number of public agencies. The Commission welcomes this initiative but it believes that the programme should be greatly accelerated. The Federal Government should also consider ways by which it could encourage the identification and preservation of media materials of long-term value produced by local television and radio stations.[12]

Similarly, those Provincial Governments that have not already done so should initiate programmes to ensure that all media documents produced by their various agencies are also properly identified, collected, catalogued and preserved by trained archivists and librarians.

It should be noted that a number of Canadian university media centres have recorded the presentations of visiting lecturers, public panel discussions and similar special events. Over time, these could become very valuable archival resources. This is one way, of course, for a university to acquire and use material about prominent public figures without encountering major problems of copyright restrictions. The Commission recommends that any university and college media centres not regularly recording activities and events at their institutions that may be of lasting interest be encouraged to undertake such a programme. A national inventory should then be kept of the programmes undertaken by each centre.

Media Studies and Training in Canada

In recent years there has been a substantial increase in the number of Canadian universities and community colleges offering instruction in the media. In educational technology, twelve universities offer courses leading to the bachelor's degree; seven universities offer courses leading to the master's degree; and one university offers a PhD degree. Such instruction is aimed at teaching individuals to produce and use media materials in regular educational programmes, in continuing education, or in industrial training. Eleven universities and seven community colleges offer film courses or programmes. These are primarily concerned with the study of film as an art form and of films as social and historical documents.

Several briefs to the Commission made the point that, while there has been a marked increase in the number and quality of such courses and programmes, there are still too few opportunities for Canadian students to pursue their academic interest in the media field unless they go outside the country for their education. One brief stressed the need for a specialized university programme in Canada to turn out film producers. Another brief urged that a separate graduate film school be established. Still other briefs argued for an increase in the number and size of grants from both federal and provincial sources for projects using or developing modern communications techniques such as film, audiotape and videotape; others urged increased funding for the preparation and production of media directories and catalogues.

These questions are necessarily related to the broader issue of how to ensure that Canadians have adequate opportunities to develop the skills and knowledge required for this country to make full use of the benefits afforded by modern communications for educational purposes and also for artistic, cultural and journalistic purposes. With this broader issue in mind, the Commission urges that the Department of the Secretary of State and the Council of Ministers of Education, working closely with the Association of Universities and Colleges of Canada, with the Association of Canadian Community Colleges, with interested public and private agencies and with teachers' associations, undertake a complete review of existing programmes and courses of media study and training in Canada. The object of the review should be to assess present and future needs for programmes and courses of this kind. It should also assess the effectiveness and the adequacy of existing funding arrangements for media production, training and study.

Conclusion

This analysis of the use of media in Canadian studies courses and programmes bears many interpretations and evaluations. The Commission's overall impression is that non-print media are being used fairly extensively in Canadian post-secondary institutions; this applies especially, it seems, to Canadian studies. Moreover, such usage is increasing. Nevertheless, among many teachers, and among some university administrators, the outright rejection of non-print media as teaching devices is still not uncommon.

The Commission believes strongly that modern communications techniques have much to offer in terms of supplementing printed materials and enriching courses and programmes in ways that are sometimes not possible with printed materials. Consequently, it recommends that universities and colleges develop procedures to acquaint themselves more fully and on an on-going basis with the possibilities of instructional technology. They should examine their budgeting, and consult with Governments and private donors where necessary to raise funds, for the purpose of making is possible for faculties and departments and individual teachers to obtain the maximum benefit of instructional media. Finally, each university and college should adopt a comprehensive policy for acquiring, storing, distributing and using non-print materials and for informing teachers about the availability of such materials.

Recommendations

1. Universities and community colleges should develop procedures to acquaint themselves more fully and on an on-going basis with the present and potential value for research and teaching purposes of audio-visual and other media resources.

2. Universities and community colleges should review their budgeting with an eye to enabling faculties and departments and individual teachers to obtain the maximum benefit from audio-visual materials. Universities and colleges should also draw to the attention of Government and private donors, when warranted, financial constraints on their ability to use such materials.

3. Each university and college should adopt a comprehensive policy for acquiring, storing, distributing and using non-print materials and for informing teachers about the availability of such materials.

4. Educational media production agencies should be invited to meetings of the Canadian learned societies in order to demonstrate media support materials that could be helpful to the teaching of specific disciplines and in order to make teachers aware of the variety and quality of non-print materials particularly suitable for classroom use.

5. The role of the media centre at many universities and colleges should be broadened so that it has campus-wide responsibility to purchase, collect and make available electronic media materials; to arrange for the use of media equipment within the university; to produce all kinds of software with the needs of the curriculum in mind; and to provide guidance and instruction to faculty members on the use of electronic media in educational and research programmes.

6. Universities and community colleges should review and examine the flexibility of their policies and practices concerning interinstitutional sales, loans and exchanges in order to maximize the possibilities for exchanges of media materials with other educational institutions.

7. Toward achieving a standard Canada-wide classification system for media materials, the National Library should convene a national conference, funded by the Department of the Secretary of State, to bring together representatives of the National Film Board, the Canadian Film Institute, public libraries, the Public Archives, provincial archives, the provincial departments responsible for post-secondary education, universities, community colleges and other interested in this field.

8. The Commission strongly encourages media centre directors at each university and college to undertake, and to keep up to date, a catalogue of their materials available for exchange and for which they hold or can obtain distribution rights. A catalogue of such media productions, available for exchange across Canada, should then be published and revised regularly.

9. University and community college cataloguing and related information systems should include provisions for the collection of more detailed descriptions of the content and objectives of their media holdings.

10. Media centres and libraries of universities and colleges should collaborate more closely in the storage and retrieval of information relating to electronic media.

11. The Council of Ministers of Education and the Department of the Secretary of State, or the Department of Communications of the Canadian Government, should examine ways in which they could assist the work of the Association for Media and Technology in Education in Canada.

12. Statistics Canada and the Council of Ministers of Education should conduct a comprehensive survey of the availability and use of media resources and of constraints on media use.

13. A second, complementary study should be conducted to identify common curriculum requirements in Canadian studies across the country. Public and private enterprises should then be encouraged to make the servicing of these requirements a top priority to their media production programmes.

14. The Commission urges the Association of Universities and Colleges of Canada and the Association of Canadian Community Colleges to establish a joint standing committee on audio-visual and other media resources. The Committee should maintain a continuing relationship with the National Film Board, the Canadian Broadcasting Corporation and other producers of media materials. It should explore the possibilities and opportunites for collaboration with these agencies and assist them to appraise present and future needs of educational institutions for such materials.

15. The Canadian Broadcasting Corporation, in negotiating with writers, musicians, performers and other interested parties, should undertake to establish an acceptable procedure whereby CBC televised documentaries and similar productions of interest and value to Canadian teachers and scholars can be made available to educational institutions free or at fair cost by sale or lease and/or by payment for use of off-air recordings.

16. Commercial television networks and private television stations should also consider ways in which their programmes can be made more readily available to educators.

17. The Canadian Government should greatly accelerate its programme of ensuring that all valuable media documents produced by its agencies are properly identified, collected, catalogued and preserved by trained archivists and librarians.

18. Those Provincial Governments that have not already done so should initiate programmes to ensure that all media documents produced by their various agencies are also properly identified, collected, catalogued and preserved by trained archivists and librarians.

19. The Canadian Government should consider ways in which it could encourage the identification and preservation of media materials of long-term value produced by local television and radio stations.

20. University and community college media centres that are not yet regularly recording activities and events at their institutions that might be of lasting interest should be encouraged to undertake such a programme. A national inventory should then be kept of the programmes undertaken at each university.

21. The Association of Universities and Colleges of Canada and the Association of Canadian Community Colleges should work closely with national and provincial museums and galleries to develop a procedure by which all universities and community colleges are informed at regular intervals about the range of media materials available from these museums and galleries. Such information should then be widely circulated to teaching departments within universities and colleges.

22. The National Gallery, in concert with provincial and local galleries, should undertake a programme to develop a comprehensive collection of slides and other representations of Canadian paintings, architectural monuments, sculpture and the decorative arts for use at all educational levels.

23. The Department of the Secretary of State and the Council of Ministers of Education, working closely with the Association of Universities and Colleges of Canada, the Association of Canadian Community Colleges and with interested public and private agencies, should undertake a complete review of existing programmes and courses of media studies and training in Canada. The object of the review should be to assess present and future needs for such courses and the effectiveness of existing funding arrangements for media production, training and study.

FOOTNOTES:

[1] James Beveridge, 'Culture and Media in Canada', *The American Review of Canadian Studies,* Vol. 3, No. 1 (Spring 1975), p. 135.

[2] For a good, short history of the use of educational technology in Canadian universities, see 'The Growth of Educational Technology in Canadian Higher Education' by G.A.B. Moore, *British Journal of Educational Technology,* Vol. 3, No. 1 (January 1972), pp. 33-34.

[3] Hugo McPherson, 'Why Read Canadian? Three Lectures and a Coda', a paper delivered to the Ontario Association of College and University Libraries, Toronto, 11 May 1973.

[4] 'Software' refers to the media material produced. 'Hardware', on the other hand, refers to the equipment of apparatus involved in the production or presentation of the material.

[5] Further comments and recommendations relating to oral history appear in the chapters of the Commission's *Report* dealing with curriculum and archives.

[6] Moore, p. 38.

[7] *Instructional Media in Universities of the Atlantic Provinces, 1972,* published by Statistics Canada and available from Information Canada, Ottawa, pp. 35. Price 75 cents.

[8] The *Canadian Instructional Media Textual Catalogue (1973)* is available through Mr Anthony Hincoke, Chairman, Instructional Media, Humber College, Box 1900, Rexdale, Ontario.

[9] Catalogues of films available through CFI can be obtained from the Canadian Film Institute, 1762 Carling Avenue, Ottawa, Canada, K2A 2H7.

[10] A list of materials available can be obtained from the Ontario Institute for Studies in Education, Public Relations, 252 Bloor Street West, Toronto, Ontario.

[11] To obtain information about productions available through the Ontario Education Communications Authority, inquiries should be directed to the Videotape Programme Service: VIPS Distributions, OECA, Canada Square, 2180 Yonge Street, Toronto, Ontario, M4S 2C1. Existing VIPS catalogues list over 1,500 programmes supplied at modest cost. A 30-minute programme dubbed on 1/2" videotape, for example, costs $4 plus an additional $11 if OECA supplies the videotape. Prices vary depending on the length of the programme and the videotape format. VIPS programme service is available on standard 1/2" and 1" videotape formats and, to a limited extent, in the 3/4" cassette format.

The Commission notes with pleasure that the OECA offers for sale a special group of the Authority's own programmes plus acquired materials in Canadian studies.

[12] Additional discussion of this subject and specific recommendations concerning the National Film Archives are contained in the chapter of the Commission's *Report* dealing with archives.

The Private Donor and Canadian Studies

THROUGHOUT ITS *REPORT* the Commission has emphasized the importance of the role of Government in helping to advance Canadian studies through funding and encouragement. But Government by itself cannot, and indeed should not, bear the whole burden of assistance for the growing needs of Canadian studies. The active support of the private sector is also vital.

The private donor – individuals, foundations, corporations, service clubs, community organizations and labour unions – can usefully assist Canadian studies not only by supplementing financing from public sources but by funding independently as well. Private donors, because of the independence and flexibility afforded by their private status, can sometimes support initiatives that Governments feel unable or disinclined to undertake, or they can do so more effectively. Frequently, for example, the private donor can fund projects that are experimental and innovative while Government might have to withhold its support because of the political risks or because of some other possible implications that may be involved. Government is also more inclined to feel the need to attach 'strings' to grants. This is often unhelpful, particularly in a field like Canadian studies, which, because it is relatively new, requires flexibility and opportunity for experimentation. Indeed, it is essential that some Canadian studies be clearly distanced from any suggestion of Government influence or dependence on Government. The support of the private donor in such cases is therefore especially important. An example of an area of Canadian studies in which private funding may often be more appropriate than public funding is the study of the rights of the native peoples because it involves an investigation of the activities of Government itself. Another area in which the same consideration applies is the analysis and research of problems of public policy.

Today, when Governments at all levels, of all political complexions and in every part of the country, are attempting to cut back the rate of increase in public expenditures on education, the need for private support assumes added importance. Again, this is particularly true in the field of Canadian studies. Since Canadian studies programmes have been initiated only recently at many universities across Canada, they are often less able than more established programmes to survive university budget slashing. Should cut-backs in faculty be necessary, Canadian specialists, often the last hired and still untenured, may sometimes be the first to be let go. Outside private financial assistance has helped to head off this problem at a number of universities, but such support is still urgently needed at other institutions.

Beyond such considerations, it is essential, as a matter both of principle and of practice, that universities in Canada not be wholly dependent for funds upon Government or upon any other single source. Total Government support of universities brings with it the risk of total Government control. A degree of private funding helps to ensure the independence and integrity of scholarly activity.

Unfortunately, men and women of wealth and corporate interests in Canada have not seized the philanthropic vocation as eagerly as their counterparts in many other countries. Consequently, Canadian universities cannot always depend upon even minimal private funding in their planning. The fact is that private gifts represent a very small part of the total budgets of most universities and, at most, the proportion that they represent is actually declining. With the great expansion of education in Canada in recent years some decline in this proportion was perhaps inevitable. Nevertheless, universities must be watchful that a reasonable proportion of increasing university costs is borne by the private sector.

A number of briefs to the Commission stressed that private industry in particular is not contributing as much as might be expected to higher education. An examination of the record of corporate giving in recent years tends to support this view. According to the figures prepared by the Conference Board,[1] the average rate of corporate giving in 1969 for the entire field of education, health and social service represented only .87 per cent of pre-tax profits, actually costing the companies concerned, through tax deductibility, considerably less than one-half of one per cent of their profits before tax. As the former Director of Research of the J.W. McConnell Foundation pointed out, 'a total of slightly more than $18 million from 130 of the largest corporations in Canada is not exactly an amount of which they can be proud'.[2]

Nor has this level of donation support from industry for social improvement increased appreciably in subsequent years. While it is true that there was a 7 per cent decline in pre-tax corporation profits in 1970 during the economic slowdown experienced by the country at that time, there have been sharp rates of growth in these profits each year since then. Before-tax profits increased by 16 per cent in 1971 and by 20 per cent in 1972. In 1973 after-tax profits for all corporations, including those in the resource and service sectors, rose by 43.2 per cent to $7.53 billion. The after-tax profits of manufacturing companies in 1973 rose by an average of 42 per cent to $3.7 billion, following a 23 per cent gain in 1972. However, this surge in profits has not been followed by anything like a corresponding increase in the charitable giving of Canadian corporations. The level of giving of Canadian corporations remains in the general area of .8 per cent of net profit before taxes, compared to a level of giving of 1.08 per cent of pre-tax profits by corporations in the United States.

While many corporations have a record of thoughtful, generous and sustained giving, many others have done much less than their share. A recent study of some 400 industrial, financial and service industry companies, which together contribute almost 40 per cent of the estimated corporate giving in Canada, revealed that 10 of these firms gave very nearly half of the total contributed by the 400 companies. Other studies indicate that the level of corporate giving in Canada by companies controlled in the United States continues to be, on average, lower than the level of giving by Canadian companies under Canadian control.

There is, thus, both scope and need for substantially more corporate support for Canadian higher education. The money is there. It is up to the universities to go and get it.

Briefs to the Commission were also somewhat critical of the activities of foundations. They made the point that foundations and private philanthropic agencies have certain obligations to the community because of their tax-free status and because, often, their original capital was derived from the community. Yet, in some cases, it was suggested, foundations may not be fully meeting these obligations. Concern was expressed, for example, that the funding practices of some foundations are unduly cautious and conservative; that some foundations have, in fact, fallen into a rut in terms of what and who they will and will not support; that some foundations have not always been as willing as might be hoped to make grants to projects of an original and pioneering nature; and, particularly, that foundations have not been sufficiently active in supporting causes that are relevant to the requirements of our society, including the promotion of scholarly and intellectual activity that is distinctly Canadian.

A statement by a senior officer of a large and active Canadian foundation typifies the theme of many briefs regarding foundations: 'It may be seriously asked whether a number of foundations do not function in an environment that is too far removed from the major issues and most pressing needs in Canadian life to prompt the most effective use of their resources.'

An examination of the activities of Canadian foundations does indicate that they usually give their support to traditional charitable and educational programmes. There is, indeed, 'little evidence in Canada, or in the United States, to support the contention that foundations provide substantial amounts of money for venture capital or that they are on the leading edge of knowledge'.[3] This tendency in foundation practice is unfortunate on a number of counts. It has meant a failure on the part of most foundations to recognize adequately the special opportunity that they have to assist new undertakings that may not qualify for support under established programmes of Government and private funding. At the post-secondary level, it has resulted in comparatively modest support to date for new areas of teaching and research, including Canadian studies.

Nevertheless, the Commission wishes to note that a number of Canadian foundations have in recent years been giving very substantial help to new programmes at the universities, including some significant support for various aspects of Canadian studies, and it wishes to commend and encourage this activity.

During the course of its work, the Commission found a good deal of uncertainty and uneasiness across Canada about the role and influence of foreign foundations in shaping academic and social policies in this country. This concern extended both to foreign-based foundations operating in Canada as part of their international operations and to those Canadian foundations that might be described as multinational because of the fact that, although they are incorporated in Canada, they originated as the off-shoot of a parent foundation or corporation in another country and in many cases still maintain close ties with the parent body. Such continuing ties may be reflected in interlocking boards of directors, in some common policies and attitudes and in administrative practices and working arrangements. Many people, both inside and outside the academic community, posed to the Commission this question: whose national interest is being served by the priorities established in Canada by such foundations and by the conscious or unconscious orientation of the projects that may receive their support?

Concern was also expressed that multinational foundations, while operating in Canada under Canadian or Provincial Government charter, may sometimes lack adequate Canadian representation on their boards and amongst their senior officers. The Commission's inquiries indicated that there are charitable foundations, incorporated in Canada for the declared purpose of assisting Canadian educational and cultural development, that have few or even no Canadians on their governing board. Such situations invite criticism and misunderstanding, even when the foundations concerned may be doing very good work.

The Commission encountered a good deal of misinformation and unfounded speculation about the role of foreign-based and multinational foundations. Contrary to such speculation, an examination of the record of their giving makes clear that these foundations have in most cases been sensitive to Canadian national interests and remarkably considerate of them. When they have made grants in support of education in Canada, they have done so nearly always without attempting to influence or change the distinctively Canadian shape and underlying values of the projects concerned. Indeed, the record shows that both foreign foundations, such as the Carnegie, Ford, Mellon, Nuffield, Rockefeller and many others, and Canadian multinational foundations, such as the Donner Canadian Foundation, have given generous grants on many occasions to assist programmes of teaching and research about Canada and to strengthen the distinctive interests of the Canadian scholarly community. Such grants have included support for the Humanities Research Council, for the Social Science Research Council, for various national studies and projects undertaken by the Association of Universities and Colleges of Canada, for the launching of Canadian studies programmes, for the purchase of university library collections of Canadiana, and for an extensive array of specific projects relating to Canadian needs in research, teaching and publication. Many of these grants have been particularly helpful in meeting the problems of scholarly communication in this large and developing country. It was, for example, the Carnegie Foundation that helped to bring into being the Canadian Library Association through its support of a Canadian Library Council in 1942. Today, it is a generous grant from the Kellogg Foundation of Battle Creek, Michigan, that has made it possible for the Association of Canadian Community Colleges to initiate a varied programme of service to its members and to do so at a time when this new Association was unable to obtain in Canada adequate support for this purpose either from Government sources or from private donors. Beyond this, as noted in the section of this *Report* on Canadian studies abroad, a number of foreign foundations have actively supported Canadian studies outside Canada as well.

On average, something of the order of 30 per cent of all foundation support received by Canadian universities comes from foundations based in the United States. In some years well over 50 per cent of the total value of all foundation grants received by universities in this country has come from foreign or multinational sources.

The Commission notes, too, a problem of regional imbalance in terms of the location and granting policies of foundations within Canada. Because of the pattern of industrial growth, a large proportion of the foundations chartered in this country are located in central Canada. Approximately one-third are located in Ontario. The activities of many foundations are often restricted to the Province, community or region in which they are located. In some cases this situation may result from the conditions or the strongly expressed wishes stipulated by the original donor and sometimes incorporated specifically in the foundation's charter. But in other cases, it may be more a matter of habit and practice that have placed geographical limitations upon the range of a foundation's operations. In either case, this situation creates problems for academic enterprises in other parts of Canada by limiting the sources of potential private support open to them. It is particularly unfortunate that many worth-while and significant areas of Canadian studies, which by their nature may often be more naturally and effectively developed in locations other than central Canada, are in this way denied access to important sources of independent funding for new and innovative programmes.

The Commission invites foundations that at present limit their activities to one part of Canada only, whether by charter or by habit, to explore the possibility of broadening the scope of their activities in order to be able to serve all parts of the country. In the long run, such an approach will be in the best interests of the community and region in which the foundation is located, as well as being in the best interests of the larger Canadian community.

A similar problem of regional imbalance exists in terms of the distribution of corporate donations, again because of the historical pattern of industrial development in Canada. While the available information is far from complete, it indicates that in 1972 for each $1. of corporate giving per head of the provincial population received by beneficiaries in Ontario, only $0.63 was received in Quebec, $0.66 in British Columbia, $0.59 in the Prairie Provinces, and $0.43 in the Atlantic region. This pattern was repeated in 1973 when beneficiaries of corporate giving received, per citizen, $0.96 in Ontario, $0.74 in British Columbia, $0.56 in the Prairies, $0.51 in Quebec and $0.48 in the Atlantic Provinces. As with the problem of regional imbalance in the activity of Canadian foundations, this regional imbalance in Canadian corporate giving creates difficulties for a balanced development in all parts of the country of teaching and research about Canada, with appropriate local and regional emphases. A more equitable distribution of corporate giving across Canada is desirable.

The most serious difficulty, however, that confronts those who wish to seek support for Canadian studies from foundations is that most Canadian foundations still do not make sufficient information available to the public, in any systematic or regular way, about their interests, activities and resources. Of the 200 most active Canadian foundations, only 18 publish reports, and these vary in the regularity of their appearance. Many make almost no information available except their name and address and some are reluctant to provide even that.

It is in this failure to report publicly upon their activities that most Canadian foundations are open to serious criticism. Their failure to do so makes it extremely difficult for those interested in finding support for new academic programmes to know where and how to apply.

In this situation, the work done by the AUCC in publishing in 1973 *A Canadian Directory to Foundations* has been particularly helpful. Building upon earlier editions, in 1966 and 1969, of the Association's *Guide to Foundations*, the *Directory* provides more information about Canadian foundations and other granting agencies than has ever before been available in one place of reference. The new *Directory* has entries for 300 foundations and granting agencies, an increase from 108 in the 1969 edition. However, many foundations did not reply to the editor's requests for information. Some that did reply, including a number of well-known and significantly endowed foundations, declined the opportunity to provide entries and others made only very limited information available. Consequently, much remains to be done in the development of a truly comprehensive directory that will provide even the basic information essential for those who must seek foundation support for their work. As the editor of the *Directory* noted, finding information on Canadian foundations is still, unfortunately, too much like a game of roulette.

The Commission commends the AUCC for the important service it has provided in publishing the *Directory* despite the obstacles encountered and expresses the hope that it will be possible for the Association to continue this service by publishing progressively more complete editions at regular intervals in the future. It would greatly increase the usefulness of the *Directory* if future editions could include more information about the specific fields of interest of each foundation, an index to these fields of interest and a statistical analysis of foundation and agency giving. Such information would assist universities to identify potential sources of private funds for specific purposes.

Development of the *Directory* in this way will of course require the co-operation of the foundations and it is very much in their interests that they should give this co-operation. Failure to provide reasonable amounts of information about their activities, at regular intervals, leaves the foundations open to charges of cronyism and to the suspicion that their activities may not fully merit the tax-free status they enjoy. It is only through complete disclosure of their activities that foundations will gain public confidence and public respect.

The Federal and Provincial Governments have been lax in chartering foundations without requiring of them some minimal standards of public reporting upon their activities. In response to a recent inquiry, only two of the ten Provinces, Manitoba and Quebec, were able to provide even a complete list of the foundations located within their boundaries. Similarly, the Department of Consumer and Corporate Affairs was able to provide only elementary information of limited value about the foundations that have been incorporated by the Federal Government.

In the United States these and similar concerns have caused foundations to be the subject of four Congressional investigations, and they are now the subject of an increasing number of books and articles in that country. Six House Committee reports within the last decade have been extremely critical of foundations, and about one-third of the major Tax Reform Act of 1969 dealt with them, making significant legislative changes in their status. In 1969, in an atmosphere tense with charge and counter-charge, an independent Commission on Foundations and Private Philanthrophy, composed of fifteen nationally recognized leaders in education, business, labour and cultural affairs, was established to examine the situation, to evaluate foundation activity and to propose guidelines for future foundation development. While noting areas open to criticism, the Commission affirmed the enormous contribution being made by foundations to education, to research, to the arts and to social development in the United States. It recognized, in particular, the importance of enlightened foundation support in stimulating advances in new approaches to knowledge.[4]

A major conclusion of the Peterson Commission was that private philanthropy has a special role to play in a pluralistic society. It noted the opportunity that exists for private donors to alleviate the pressures to conform, if they are sensitive to the values of cultural and educational diversity. This suggests the even greater value of the service that private philanthrophy can give in Canada by supporting programmes and activities that are sensitive to the more extensive cultural and educational diversity in this country.

If private philanthropy has not been sufficiently helpful to higher education in Canada, it is partly because the Canadian academic community, unlike its counterpart in the United States, has not adequately appreciated the private donor as a potential source of support for its work. Nor has it made itself sufficiently knowledgeable about even the fundamentals of private fund raising. In the words of a brief to the Commission from an officer of one of Canada's largest foundations:

> . . . the lack of aggressiveness of many potential recipients is one of the most pervasive impressions which a foundation officer carries away from the Canadian scene. Many – though by no means all – researchers and programme coordinators simply do not understand the important contribution which foundations could make to their work, and to their field in general. They do not take the trouble to be informed of the foundations' fields of endeavour. When they do make contact with a funding source, their applications are often prefunctory or premature.

Paradoxically, the implication of these comments for Canadian studies is that, if Canadian educators are to take full advantage of opportunities for private funding, they will have to follow the example set by their American colleagues, who have frequently been much more aggressive and professional in these matters. The programme officer in charge of a division of one of the largest foundations in the world, which is based in the United States, suggested to the Commission that the key to successful private fund raising is to cultivate and maintain close relations with the private philanthropist, be it a corporation, a foundation or an individual:

> It is a question of exchanges of ideas, visits, information flows, etc. At times the process looks like a cross between a love dance and a prize fight, and it can be very time-consuming and frustrating. Not many Canadians have trained themselves in the art, and this has been costly to them. For example, I seldom see a Canadian academic entrepreneur in my areas of responsibility comparable to the innumerable Americans who bring us ideas, act as sounding boards, and tell us of their own interests and capacities. There has always been a distaste for this type of dialogue in Canada. . . . Many Canadians have a picture of foundations learning about opportunities for grant making by osmosis or a five-line letter and then distributing funds like manna from heaven. It isn't so. One of the main obstacles to greater activity by American foundations in Canada today, I believe, is absence of mind.

In attempting to raise funds, universities should keep in mind the fact that fund raising is a highly competitive, highly professional activity, which requires the utmost care, sensitivity and planning. One award-winning professional university fund raiser in the United States has described the competition in that country as 'almost warlike'.[5] He stresses that university fund raising seldom brings an instant response; that it requires desperately hard work that must be sustained over long periods of time; that it involves systematic and thorough preparation and follow-up; that it costs money to raise money – in his university's experience about twelve cents for every dollar raised; and that, with artistic, environmental and other groups becoming increasingly active in seeking financial support from private sources, universities must continually develop imaginative and far-seeing programmes to obtain their share. Canadian universities would do well to heed this advice.

They should appreciate, too, that, while immense concentrations of wealth have not existed in Canada in such profusion as in the United States and some other countries, there are ample opportunities to raise funds within Canada itself from private sources. Too often universities ignore this fact and automatically assume that they must look outside the country if their goal requires substantial private support. The truth is that Canada has a large and growing number of independent foundations – and many corporations and public-spirited citizens – that are able and willing to help if properly approached. Canadian private donors have amply demonstrated their capacity to assist, and in some cases to spur, the university community to take major steps forward. Moreover, there are numerous indications that teaching, research and publication in the field of Canadian studies is of special and increasing interest to many potential donors, provided that worth-while proposals are presented to them in an effective manner. There have been hundreds of grants and gifts, large and small, from private donors within the last few years relating to specifically Canadian studies. These include, simply to pick a few examples, a series of significant grants from the Donner Canadian Foundation in support of native studies; substantial contributions from the Ford Motor Company of Canada for the development of Canadian studies programmes; grants and gifts from numerous sources to support scientific inquiry relating to the St. Lawrence estuary, to freshwater biological research, and to the Canadian North; gifts and bequests to develop the Canadiana collections of various university libraries; and extensive grants to universities and university-related institutions to support the preservation and study of Canada's rich artifactual heritage.

Drawing upon the *Canadian Directory to Foundations* and other sources, the Commission was able to make some assessment of the interest, or potential interest, of Canadian foundations in Canadian studies. Of the 217 foundations listed in the *Directory*, 54 appear to have an 'exclusive' commitment to support Canadian studies, 9 have a 'substantial' commitment and 17 have 'some' commitment, while the remainder (137) have no clearly stated policy. There are, thus, a good many Canadian foundations with an identified interest in Canadian studies. Yet an examination of the number of applications received by those of these foundations that publish annual reports indicates that they have by no means been flooded with requests for assistance from Canadian universities and colleges.

While Canadian private donors have made a valuable contribution to Canadian higher education, they can and should be encouraged to do much more. In particular, they should be encouraged to seek out more effective ways of dispersing their grants to meet specifically Canadian needs in higher education. In order not to spread limited resources too thinly, and so as to achieve the most useful results with whatever funds may be available, donors should be encouraged to focus their support on a specific area of studies and research. Amongst the many fields of study relating to Canada that offer a multitude of opportunities for support by the private donor are: the geography and geology of the country; the ocean shores and shelves; the mid and far north; bilingualism and cultural pluralism; federalism and comparative political institutions; Canada's international relationships; and a vast range of social, cultural and economic studies that cry out for attention. These and other areas of Canadian studies need independent private support, over and above what can be gained from Government, to attract and encourage teachers, to open up new areas or aspects of research, to foster critical thought, to develop library resources, to purchase or build special equipment, to review the techniques of teaching and research and to support the publication of critical analyses and scholarly findings.

The Commission notes that there has been some growth in the practice by private donors of entrusting benefactions to award-granting agencies of the Crown, such as the Canada Council, to be held and administered by them for the support, encouragement and recognition of Canadian studies. Such an arrangement can often be helpful to private donors by relieving them of administrative chores, and it can at the same time often enable award-granting agencies to plan and mobilize resources in support of worth-while projects to better effect.

Another way in which private donors can assist Canadian scholarship is through the donation of personal or family papers, works of art and artifacts that might have intrinsic value and lasting historical, sociological or cultural interest. Canada, unlike some other countries, has not yet developed much practical experience in encouraging individuals, through taxation policy and other means, to donate 'gifts in kind' to universities or public bodies. Appropriate safeguards against possible abuses are of course necessary. But much could be done in this field. Recommendations on this subject appear in the sections of this *Report* dealing with archives and the Canadian artifactual heritage.

In stressing that universities can do much more to raise private funds within Canada, particularly for studies relating to Canada itself, the Commission is not suggesting that foreign-based donors should be overlooked. On the contrary, there is plenty of evidence that still more support could, with planning and initiative, be obtained from foreign donors. By foreign-based donors, the Commission does not mean, however, only philanthropists and philanthropic organizations in the United States. Far too often, when seeking funds outside this country, Canadians think only of United States foundations and corporations without appreciating that there are also many foundations, and potential corporate and individual donors, in other parts of the world with which Canada has long-standing cultural and economic ties, for example, in Britain, France and elsewhere in Western Europe. Unfortunately, through sheer oversight Canadian universities are missing opportunities to garner funds for their work from these sources. Several large and active foundations, based in various European countries, have indicated to the Commission that they would welcome applications from Canada but that in some years they do not receive even one Canadian application. They are puzzled that this should be so.

The comments made during a recent visit to Canada, by Peter Brinson, the Director of the Calouste Gulbenkian Foundation for Britain and the Commonwealth, underline this point. The Gulbenkian Foundation distributes nearly $17 million a year around the world, with half of this money going to the arts and the rest to educational and scientific enterprises. In a press interview Mr. Brinson commented: 'We are a Commonwealth office, too, but we can't seem to find anyone in Canada who wants our money. It all seems very mysterious. We send out leaflets and brochures every year, but we get a very meagre response.'[6] Representatives of sizable French, Dutch, Belgian, German, Swiss and Italian foundations made similar comments to the Commission. One other major British foundation even expressed a degree of anxiety that Canadians have shown so little interest in its granting programmes. It was concerned that, despite a special effort on its part, its relations with the Canadian academic community have become so tenuous.

It is clear from the comments of these and other potential foreign donors that Canadian studies would offer an area of some particular interest and potential support for a number of them if the Canadian academic community would only acquaint them more fully with its current needs. An excellent opportunity exists for Canadian universities to approach private donors abroad with projects that show careful attention to the natural opportunities for study and research that are inherent in the Canadian situation. Proposals for comparative studies, and for co-operative studies, involving Canadians in joint scholarly programmes with teachers and researchers in other countries, would often be of special interest to some foreign donors.

It should be noted, too, that foreign foundations are generally in a position to make grants to Canadians and to Canadian institutions without suffering any tax disadvantage in their own country by doing so, whereas Canadian foundations are discouraged by the terms of the Canadian Income Tax Act from making grants outside Canada. It is important that Canadian foundations should be on an equal footing with foreign foundations in terms of their ability to make grants abroad. Apart from the embarrassment that the present situation causes to Canadians, it may well stifle the development of Canadian studies abroad, which could in turn make an important contribution to scholarship in this country.

In concluding this chapter, the Commission stresses again that universities need to be more professional in their efforts to raise funds from private sources – be they foundations, corporations or individuals, domestic or foreign. This may not happen unless they develop the expertise necessary to raise funds more effectively. Possible approaches toward this end might include conducting some information sessions and seminars on fund raising for academic purposes either as a part of the general meetings of the AUCC or at another time. Some regional and local workshops on this subject might also be helpful. More universities might consider soliciting expert advice on an on-going basis rather than just at the time of major fund raising campaigns. In addition, individual universities might wish to consider encouraging some members of their own staff to gain a competence in this field.

Emphasis in the past has perhaps been too much on raising money for bricks and mortar. There are indications that many private donors would now welcome a shift from this to a new emphasis on support for operational purposes, for specific programmes and projects in teaching and research. Such a shift in emphasis will involve a shift in the apparatus and techniques of fund raising as well. Within this new emphasis, an opportunity to support programmes of teaching and research in Canadian studies will often be of interest to private donors.

Above all, there must be a greater awareness among Canadian universities that fund raising, for programmes as well as for buildings, is an important aspect of their operations, which, if handled with care and sensitivity, can greatly enhance their capacity to serve not only academic goals but the wider community as well.

Recommendations

1. Government should not bear the whole burden of assistance for the growing needs of Canadian studies: active support from the private sector is also vital.

2. Many fields of study relating to Canada, including a wide range of scientific, social, cultural and economic subjects, offer abundant opportunities for support and participation by the private donor.

3. The Commission commends to the attention of private donors the particular need of Canadian studies for their support, both as a relatively new field of academic interest that must compete for funds with more firmly established fields of scholarly inquiry, and as an area of academic work in which private funding may often be more appropriate than public funding. For example, when an investigation of the activities of Government itself is involved.

4. Private donors should place greater emphasis in their funding policies upon those fields in which Canadians can develop a unique or special capacity or expertise, or in which they can capitalize upon the natural opportunities for study and research inherent in the Canadian situation.

5. There is both scope and need for substantially more corporate support for post-secondary education in Canada.

6. Canadian foundations should make available to the public on a regular basis adequate information about their terms of reference, areas of interest, record of activity and financial resources.

7. Foundations should be more closely in touch with one another so that useful information can be exchanged and unnecessary duplication avoided. Towards the same end, universities and colleges seeking support for special or large-scale projects should do more to co-ordinate their approaches to private donors.

8. The Commission urges foundations and other private donors to recognize more fully the special opportunity that they have to assist experimental and innovative undertakings, including those in the developing field of Canadian studies, that may not qualify for support under established programmes of Government and university funding.

9. The Commission commends to the attention of private donors the special role that private philanthropy can play in Canada by supporting research, teaching and other activities that are sensitive to the rich cultural and educational diversity of this country.

10. The Commission commends to private donors the practice, which has already been followed to good effect by some philanthropists in Canada, of entrusting benefactions to award-granting public agencies, such as the Canada Council, to be held and administered by them for the support, encouragement and recognition of Canadian studies.

11. Foundations that at present limit their activities to one part of Canada only, whether by charter or by habit, should explore the possibility of broadening the scope of their activities in order to be able to serve all parts of the country.

12. Similarly, the Commission recommends a more equitable distribution of corporate giving across Canada in terms of regional balance.

13. Greater attention should be directed by the Canadian academic community to the possibilities for obtaining more support, particularly for studies relating to Canada, from potentially interested foreign donors. Proposals for comparative studies and for co-operative studies, involving Canadian academics in joint scholarly programmes with teachers and researchers in other countries, would often be of special interest to some foreign private donors.

14. Universities must ensure that the terms and purposes of grants awarded to them by multinational or foreign-based foundations and corporations are in harmony with Canadian interests and scholarly values.

15. The chairman of the board, a majority of board members and a reasonable proportion of the senior staff of foundations chartered and operating in Canada should be Canadian citizens.

16. The Commission recommends that the Canadian Income Tax Act be amended so as to remove restrictions on the ability of Canadian foundations to make grants outside the country for philanthropic purposes that meet approved criteria.

17. The Canadian academic community should recognize more clearly than it now does the significant help that the private donor can bring to its work. It should acquaint itself much more fully with the diverse possibilities for obtaining support from private donors and it should do far more to acquaint potential private donors with its needs.

18. Universities should review the traditional emphasis in their fund raising programmes on raising money for bricks and mortar. Many private donors would welcome a shift away from this to an emphasis on support for operational purposes, and for specific programmes and projects in teaching and research. Within this new emphasis, an opportunity to support teaching and research in Canadian studies will often be of interest to private donors.

19. Universities should adopt a more professsional approach in their efforts to raise funds from private sources and should establish staff and administrative arrangements that recognize effectively the need to devote systematic and sustained attention to this endeavour.

20. Universities should solicit expert advice about fund raising on an on-going basis and not just at the time of major fund raising campaigns.

21. The AUCC, in co-operation with other interested organizations, should sponsor information sessions and workshops on the subject of fund raising for academic purposes.

22. The Commission commends the AUCC upon the useful service it has provided in publishing *A Canadian Directory of Foundations* and recommends that the Association continue this service by publishing progressively more complete editions of the *Directory* at regular intervals in the future.

23. Future editions of the *Directory* should include more information about the specific fields of interest of the foundations, an index to these fields of interest and a statistical analysis of foundation and agency giving.

FOOTNOTES

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[1] *Company Contributions in Canada 1969*, Canadian Studies, No. 20, the Conference Board in Canada. (Montreal, 1971).

[2] David C. Webb, *Effectiveness and Innovation in Corporate Giving*, A Report from the Conference Board in Canada (Ottawa, 1972).

[3] Allan Arlett, ed. *A Canadian Directory to Foundations and Other Granting Agencies* (Ottawa, 1973), pp. 22, 36.

[4] *Foundations, Private Giving and Public Policy: Report and Recommendations of the Commission on Foundations and Private Philanthropy*, Peter G. Peterson, Chairman (Chicago, 1970).

[5] William Cassel, *Chronicle of Higher Education*, 3 January 1972.

[6] *The Globe and Mail*, 23 January 1974.